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THE SURVEY

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MIDMONTHLY OCTOBER 1948

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FOR COMMUNITIES' SAKE

WILMER SHIELDS RICH

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BRADLEY BUELL

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MAGAZINE OF THE WELFARE MOVEMENT

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SO THEY SAY

ORCHID FOR MRS. HENRY

To The Editor: The sketch "Dear Hellard" by Rachael Henry in June Survey Midmonthly illustrates a technique in rehabilitation that is worthy of trial by those associated with institutions for delinquent minors. May we see more of these stories from Mrs. Henry's collections.

New York City Earl Anderson
Hortense Anderson

CALLING ALL IVORY TOWERS

To The Editor: I like Miss Maxine Maree's suggestion in the August Survey Midmonthly that social workers concern themselves with more than technical competence and in particular with American history and world events.

It is the richness and variety of knowledge and its use that helps distinguish a skilled technician or craftsman from a professional person or artist in human relations. Since the social worker is citizen as well as occupational specialist, his value in both capacities undoubtedly is enhanced by his familiarity with the varieties of human experience that have contributed to what some are now calling "Our American Heritage."

In focusing an increased awareness of history on the worker's relationship to clients is where I differ with Miss Maree. She points out, quite rightly I think, that social workers do not have a very satisfactory knowledge of either American history or international problems and that clients are equally lacking in these respects. So are other people. True, also, too many social workers are isolated in social work.

One of the contributing factors to this isolation seems to me to be the worker's concentration of attention on the client to the exclusion of the rest of the population. After all, most of the world is made up of people who are neither social workers nor clients. When the social worker extends her associations with the rest of the world there is a mutually enriching result.

Being a social worker, I will use my prerogative of drawing from my own experience to illustrate what I mean.

Recently the Freedom Train passed through Illinois. In each community there was a week of concentrated preparation for the visit. Speeches, parades, bands, and other activities focused interest on the train and its significance.

At the ceremonies the night before the Freedom Train arrived in Kankakee, social work and American history came together. When a group of non-social workers invited me, as a social worker, to discuss a topic of general interest before a general audience, it seemed a matter of professional as well as personal interest. Although I did not talk about social work, my approach to "Our American Heritage" was governed in part by my social work training and experience.

I was certainly pleased to find that this approach interested others. Some of the audience liked it well enough to want a small group to meet the next day to discuss some of the implications. A few others, who did not hear the speech, asked if they might read it and comment on it.

Earlier this year, I had an opportunity to see some of the bright and the blind spots in high school students with reference to American history and its present day implications. I was one of the judges of an essay contest on "Our American Heritage — Liberty" sponsored by the American Legion Auxiliary. It was encouraging to discover some students writing, and hopefully thinking, about liberty in relation to responsibility. On the other hand, the frequency with which they attributed the Four Freedoms to the Constitution of the United States was appalling.

I hope Miss Maree's letter is stimulating thought about American history, international events, and the social worker's place in relation to them, both as occupational specialist and citizen.

Chicago, Ill. Agnes Reeda

GOING OUR WAY?

To The Editor: Our staff eagerly awaits each issue of Survey Midmonthly since its "new look" makes it a more interesting publication and too, if there is a chance that Kansas news will be included in the Midmonthly, our people don't want to miss it.

As librarian, I have observed that the Survey Midmonthly is being more widely read and "picked up" more frequently, by our staff personnel.

Again, best success and good luck to you! Mrs. Lois Schmidt

Librarian, State Department of Social Welfare, Topeka, Kansas

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VOL. LXXXIV NO. 10 THE SURVEY OCTOBER 1948

MIDMONTHLY

Hear Ye! Hear Ye!

Town Meeting By Mail

Participants listed on page 295

A preprint of Mrs. Rich's article, which starts on the opposite page, was sent to several hundred individuals familiar with the problems and accomplishments of defense councils. THE SURVEY believed that this was a timely subject but was hardly prepared for the spontaneous reaction. Well over a hundred replies have been received, some with several pages of thoughtful analysis. A dozen or more letters arrive daily at the time that we must go to press.

Preparation of the article raised interesting problems in semantics. Mrs. Rich directed it to those who had been close to the organized domestic war program. For such, many wartime phrases have definite, though sometimes arbitrary meanings. "Social protection" is an organized anti-prostitution program rather than "a protection . . . against such obvious health and social hazards as seem to spring up with greater ferocity during a war period." —*Kidneigh.* "Volunteers" means unpaid workers rather than people who enlist in the armed services. "Civilian manpower" refers to the total volunteer personnel and not to industrial employes. "Protective services" involves air raid wardens, auxiliary police, and so on, rather than the military functions of the armed services.

This partially explains why two newspaper reporters found the writing complicated and confusing and failed to understand it, while one writer was certain that the average reader does not know what is meant by "it should be carried by a line organization to the local community." Conversely, most of the initiate found it "crystal clear, practical, and timely, . . . especially well impressed with its forthrightness." "The article is certainly well written and I agree with it thoroughly in principle."—*Harrell.*

Bouquets

Both Mrs. Rich and THE SURVEY share in the compliments on this editorial project. "One thing I do like about her articles: she focused on the functions to be performed—the jobs which must be handled. She avoided dealing with either individual or 'organization personalities.'" —*Johns.* "I am glad you have written it at the present time."—*Roosevelt.* "The article presents a subject which certainly should be receiving more consideration nowadays than it is."—*Schramm.* "The Survey Midmonthly is doing a real national service by publishing Mrs. Rich's article and comments on it by representative and informed individuals."—*Young.* "It is indeed in the best traditions of the Survey Midmonthly to present advanced thinking about the citizen interest in a defense program."—*Bachman.* "She has accurately identified the major mistakes of the past and makes excellent recommendations for remedying them."—*Winey.* "I am in complete agreement with the general viewpoint expressed, viz., simplification and coordination of war services."—*Dearborn.*

"I am for the clear cut proposal in Mrs. Rich's article and think it expresses sound common sense. It presents a logical sequence of development and areas of responsibility."—*Potter.* "The article is a clear exposition of the complex relationships involved in the field of community organization for war services. The article charts the way to avoid many of those distressing organizational difficulties that all of us faced as we worked through the early months of World War II."—*Finke.* "I am convinced this suggestion is the only possible answer."—*Van Slyck.*

"I want to commend heartily the initiative which The Survey has taken in trying to think through at this time various suggestions relative to a more effective organization of community services. I agree that it is shocking to note that we learn so little from past experience."—*Mayo.*

Peace, Not War

The need for sobriety in considering the subjects was pointed out in many letters.

"I think that the reader should be cautioned that while it is reasonable to consider such plans, he should by no means interpret the publication of such an article at this particular time

(Continued on page 294)

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For Communities' and the Nation's Sake

How to Organize Future Civilian Services so as to Avoid Community Disorganization and Civilian Frustration

WILMER SHIELDS RICH

Wartime Chief, Volunteer Office Section, OCD
Senior Consultant, Raymond Rich Associates

In the summer of 1943, two years after the organization of the OCD and more than eighteen months after this country began to fight, one of the secretaries to the director of the federal Office of Civilian Defense showed the director of the War Services Division of the OCD a large brown package in a corner of her office. She remarked that she did not know what was in it but she had an idea it might be something which he would want to see. And indeed she was right. For this cumbersome brown bundle contained records of the Council of National Defense of World War I, including the final report of Newton D. Baker who had served as chairman. The report reviewed mistakes of World War I, many of which had already been duplicated; suggested steps, some of which had been painfully rediscovered in 1941 and 1942. It seems inconceivable that such important material could have been allowed to be "lost." But that is a fact.

At present our country is in the initial stages of a stepped up national defense program, which is bound to have an impact upon communities throughout the nation. Industrial production has been stimulated by the necessity of producing material for the recently authorized seventy group air force. This increased industrial activity along with the expansion of military establishments under selective service will create community and civilian problems akin to those this nation experienced in 1940 and 1941. To meet these problems, early and effective action is necessary.

Last spring, representatives of national health and welfare bodies were called to Washington to plan for emergency services in case the critical international situation should burst into war. At the request of Secretary of Defense James Forrestal, the USO is being reactivated. Volunteers are again to be mobilized. Army advisory committees have been established in communities near camps to deal with army-community problems.

To what extent will the government profit from the mistakes made and lessons learned during World War II? It would appear that there will be no error in respect to the protective services. The Secretary of Defense released in February of this year a report entitled "A Study of Civil Defense," and known as the "Bull Report." As far as it deals with the protective services, the review and study appear to have been thorough, and the conclusions and recommendations are sound.

That the civil defense agency should not be given responsibility for guiding communities' organization of local services or mobilization of civilian volunteer manpower would be agreed to by all who had any experience in, or contact with, the Office of Civilian Defense in World War II. Many who are competent to know believe that the World War II set-up was handicapped from the start by virtue of having combined within one federal agency responsibility for the development of a technical protection service and responsibility for giving leadership to local communities with respect to their organization for the various war services and their mobilization of civilians.

Organizing the country's protection and assisting local communities to organize their resources and mobilize their volunteers are totally dissimilar functions and are not compatible in one agency. While the Bull Report correctly points out that civil defense must never again be confused by having attached to the agency administering it any other types of activities, nevertheless the important work of organizing community resources and mobilizing manpower cannot be written off as "extraneous activities" to be "supervised by other agencies."*

For it must be remembered that effective civilian effort in wartime has three parts:

1. Effective protective services.
2. Effective community organization for promotion of the various war services such as sale of bonds, price control and rationing, collection of salvage, expansion of health, housing, child care and recreation programs.
3. Effective mobilization of civilian volunteers.

To be fully clear as to how the mistakes made in World War II may be avoided, one must take a look at each of these functions separately.

Protective Services

The term, "civil defense" to describe the protective services, currently used by the Office of the Secretary of Defense, is preferable to "civilian defense" because it provides a neater contrast to the term military defense. Responsibility for civil defense has properly been incorporated into the Office of the Secretary of Defense since this work must be integrated with that of the various armed services. Civil defense should be organized throughout the nation. It does not permit of local community planning but should be nationally prescribed for each locality. It should be carried by a line organization to the local community. Even in the community its operation must be based on a "line of command" not on community organization.

If the Office of Civil Defense Plan-

* "A Study of Civil Defense," p. 8, released by the Secretary of Defense, February 1948.

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ning, which is now engaged in working out the plans for civil defense, will stipulate that each local unit be called a "Civil Defense Center" or "Unit," but not a "Civil Defense Council" one could hardly pick a flaw in the current proposals. This seemingly minor point is far from minor when one considers that the word council implies that the local unit has the privilege of study, planning and subsequent action. Since civil defense involves a job of carrying out directives in a line organization—one with centralized authority—it does not lend itself to the processes of study and planning. Moreover, the word "council" needs to be reserved for the group which will deliberate concerning the community's organization of resources and mobilization of volunteers.

The federal Office of Civil Defense must be responsible for developing the technical program and have authority to see that its policies are carried out. Directives should channel through regional and state offices of civil defense to local civil defense centers.

Civilian War Services

During the recent war, the term Civilian War Services was used to describe collectively many programs and services which the country needed but which were not related to direct enemy action. Some of these are needed as the nation prepares against possible war. At a time when it is hoped that war will not materialize some name such as "civilian services" might be preferable. However, the term "war services" is so fresh in the nation's memory and has such a definite connotation that it is used in this statement with the understanding that services called for because of preparation against war are implied as much as wartime services.

The various civilian war services, while carried on in relation to the total program, do not have to function either under or in direct line with the Office of the Secretary of Defense. They require local community organization for their most effective development. While certain civilian war services, such as sale of bonds and the collection of salvage, may be necessary everywhere, the need for others will vary among different communities. Day care, transportation, or housing programs may be emphasized in a town near a war industry; while hospitality, recreation or social protection programs will come to the fore in a town near an army camp or naval station.

The various permanent or temporary federal agencies with responsibility in each particular field should provide the federal leadership as to the content of and standards for the various war services programs. They should work closely with the national private agencies in their respective fields. Among the federal agencies, for example, the Federal Security Agency is the authority on such matters as health, education and child care. Aided by competent national private agencies, it should give leadership with respect to the technical side of such programs.

While technical development and planning of the civilian war services programs is the responsibility of those in Washington, the execution of these programs takes place in the local community. The early years of World War II showed conclusively the chaos which results when many federal agencies with emergency programs compete in the organization of local communities for the effective prosecution of their different programs. This confusion was responsible for much that was ineffective in local communities.

That confusion came about is not surprising when it is recognized that the executive orders of a number of agencies operating in World War II gave these agencies authority to exercise leadership in the field of local community organization. It was not until 1943, when those in the War Services Branch of OCD with knowledge and experience in community organization were given authority and support, that it was possible to get a substantial number of the federal agencies to work cooperating with the Office of Civilian Defense. It was only when this happened that the organization of local communities for the *total* war program developed.

Broadly speaking, civilian programs fall into two categories: (1) campaigns such as the sale of war bonds or the collection of salvage; (2) organization of community services such as child care centers or recreation programs. On the basis of this over-simplification some people have advocated that there be two federal agencies to deal with these respective types of community programs. But there are flaws in this type of reasoning, for many programs fall between the two major classifications. Examples include: nutrition, pre-induction training, emergency transportation (including car pools), and emergency housing together with central registry. Moreover, experience in two wars has demonstrated that one local council can effectively plan, coordinate, and staff both campaign and service programs. While each federal agency concerned will provide local councils with technical program material, the advice and service to the local council on matters of organization should come from a single federal agency.

The foregoing leads to the observation that all federal agencies carrying on war services programs should be required to work through an Office of Organization for War Services that combines a knowledge of local communities with the experience and competence in community organization needed to mobilize community resources.

Civilian Manpower

That volunteer civilian manpower needs to be properly organized in wartime or in preparation for war is self-evident. In the current planning going on in the Office of the Secretary of Defense references are constantly made to the place of volunteer manpower in civil defense. Moreover, the Office of the Secretary of Defense has also recognized that the aircraft warning service—which in the current planning is being properly designated as a responsibility of the armed services—will use volunteers. The importance of civilian volunteers will not be argued by anyone. But one must not forget that just as many federal agencies create chaos when they attempt to advise local communities concerning the organization of their resources, so many federal agencies create similar chaos when they attempt to advise local communities concerning the mobilization of their civilian manpower. Just as a single council has proven the best device for organizing war services, so a single office has proven the best place to record the types of volunteer work and to register volunteers—both as individuals and as groups—and refer them to the kind of work for which they seem best suited.

Again the only way to avoid confusion is to charge one federal agency—an Office of Organization for War Services—with the responsibility for leadership to the local communities with respect to mobilizing their civilian volunteers.

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Office of Organization for War Services

The development of an Office of Organization for War Services is thus important for several reasons:

1. So that programs of civilian war services will be transmitted to local communities in an orderly and rational manner that will utilize and not dissipate community strength and resources.

2. So that program material will be usable by non-professional, civilian groups. (In wartime thousands of non-professional people must carry responsibility.)

3. So that all civilians—regardless of race, creed, national origin or organizational affiliation—will have a chance to serve as volunteers and will be referred to service in an orderly and effective manner.

One agency will suffice because the knowledge and experience needed to develop community organization for war services is the same type which is needed to guide communities in mobilizing civilian manpower. There is a background of twenty years of experience in the organization of local communities for social welfare which demonstrates beyond a doubt that planning of services and the mobilization of volunteers are compatible within a planning agency.

The Office of Organization for War Services should be located in the Office of the President rather than in an agency responsible for one or more services or programs. This is essential if the office is to have the whole-hearted cooperation of *all* agencies with responsibility for programs. Moreover, it should be the only federal agency whose legislative or executive sanction includes responsibility for local community organization for war services.

The major objectives of such an office would be the skillful channeling of practicable war services programs to communities, guiding communities in organizing their resources and mobilizing their volunteer manpower.

The Office of Organization for War Services should function through regional and state offices but its actual leadership should be to local councils. These individualized local units are properly called "councils" because their work involves group study and planning to devise the best way for communities to mobilize their resources and manpower for the total war activity.

It should guide the local councils with respect to both their organization and their responsibilities. Through publications and field service it should give leadership with respect to such matters as: the committees that are needed in a local council, their structure and function; the best methods of mobilizing civilian manpower for local services, civil defense or any phase of emergency activity. It should maintain constant contact with many of the local councils in order that grass roots experience and opinion will play a part in the development of federal policy.

The office should maintain close liaison with all federal agencies having emergency programs, and cooperate in the production of their materials so that these will be community and citizen oriented. Through an inter-agency advisory committee, it could receive guidance on priorities in the development of programs and assistance in resolving differences.

Such an office should maintain the closest liaison with whatever agency has the responsibility for functions carried during the last war by the Domestic Branch of the Office of War Information in order to insure the effective timing of publicity in relation to the communities' war services activities.

It should, furthermore, maintain close liaison with such national bodies as the U. S. Chamber of Commerce, the National Social Welfare Assembly, Community Chests and Councils of America and the National Planning Council, which are concerned with local community organization for their specific purposes. Such liaison is a means of assuring cooperation locally between established planning organizations and the emergency planning organization.

As a means of strengthening civilian service, this Office should maintain close liaison with all national citizens groups—church, labor, service, clubwomen, and others—advising them of needed types of service, explaining why it is inexpedient to turn over to any one national voluntary group responsibility for executing any particular phase of the war services program and pointing to the vital role each can play by stimulating and distributing appropriate material to its local counterparts.

Where Responsibilities Meet

At one point there is need for cooperative planning by the federal Office of Civil Defense and the Office of Organization for War Services. This pertains to the preparation for health and welfare services in the event of bombing or other emergency. At such a time hospital, ambulance and medical service as well as food, clothing and shelter would be provided as part of the civil defense line - of - command operations. Advance planning in this area such as is now being done by the Office of Civil Defense Planning is required. Because the local agencies involved, both public and private, are among the most active in day-to-day civilian services, the Office of Organization for War Services has a stake in such planning and should—as soon as it is created — be a party thereto.

Both federal agencies should maintain constant liaison relative to recruitment and use of volunteer manpower.

Urgently Needed Steps

As already stated, the Secretary of Defense has taken steps to initiate civil defense. Before long there will be legislation and implementation in this important field. That civil defense should receive prior attention is to be expected. But it must be remembered that this very attention stirs communities, stirs people. In 1940 and 1941 attention given to the protective services so aroused many parts of the country that states and local communities were organized before the federal government had developed a pattern of operation.

Moreover, hundreds of local communities, in their effort to show their patriotism and be ready to aid the country, enrolled thousands of volunteers months before there were any specific opportunities for service. The resultant confusion and frustration are too well known to need further comment.

If the civilian manpower of the country is not to be frustrated, and if all community resources are to be used to the full, an Office of Organization for War Services should be set up *coincident with* an Office of Civil Defense. The President should be urged to appoint immediately a group conversant with community organization to develop a plan for an Office of Organization for War Services, to draft the necessary legislation, and secure its passage in Congress coincident with the passage of the civil defense laws. When the laws are passed, the two Offices should be set up simultaneously.

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Town Meeting

(Continued from page 290)

(rather than one or two years ago) as an endorsement for, or a belief in, the inevitability of war.

"I do not think that I am unduly sensitive about this point—as a result of some of the sensationalism of some of our newspapers and the recklessness of some of our radio commentators, far too many people are increasingly succumbing to the notion that war is inevitable. Therefore, I believe that unless the reader is clearly warned in advance, the publication of an article such as this and similar articles with the 'let's be ready' point of view —while valid and necessary—can well become propaganda nails driven into the coffin of the 'war is inevitable' type of psychosis."—*Schreiber.*

"Perhaps if we cannot prevent the most serious mistake of all—that is, the mistake of having a war—the other mistakes will be minor, relatively speaking, that what we do about them will not matter too much."—*Pfeiffer.* "I must confess it made me sick at heart to be compelled to think once more of preparation for war so soon after the last hideous nightmare. Nevertheless, I suppose we must prepare for any eventualities."—*MacRae.* "I will admit that my first reaction was a negative one because of the fact that we had to have such an article, but I know that is purely emotional."—*Howlett.* "It is a shock to most of us to know that the leaders of our national government feel the international situation again calls for civil defense mobilization. Since such is the case, then by all means we must look at our past mistakes with the slant of our special interest in people and in sound community organization." —*Bachman.*

"While it would be more appropriate, perhaps, to call at this time for the establishment of an Office for the Prevention of War, still we all agree that we must be prepared for any eventuality—at least with blueprints. The OOWS is a blueprint which merits serious consideration."—*Perlis.*

"We are not, I hope, being prepared for another war but I should like to see us prepare to mobilize in this way for our own good and to make it possible to reach people to encourage them to feel they can work for peace."—*Roosevelt.*

Now Is the Time

There is obviously a widespread concern lest this subject be slighted by those engaged in making national plans.

"It is certainly not too soon to be thinking about plans—it is too late, and if the federal government wants to have an understanding and cooperative public, it must act now to set wheels in motion for central planning. With USO back in the picture, with citizens' committees planning recreational facilities for the new inductee, and with all the housing problems, care of children of working mothers, public education, etc., that come with defense planning, any national security depends on centralization of planning and general participation."—*Ewing.* "I surely hope that something can be done now along the lines which have been outlined in the article."—*Conrad.*

"It was with a great deal of relief that I read the preprint which you have kindly set me. Recently some of us . . . have been concerned for fear this important task was not receiving the attention it deserves in the plans set forth for civil defense. The fact that you are publishing this article at this time reassures me that the program will surely be brought to the notice of those now in authority."—*Tolan.*

"I can't think of anything more timely than the article to appear in the October Survey Midmonthly. I believe that Mrs. Rich's arguments should be placed at once before responsible government officials, supported by evidence of nationwide conviction as to their urgency."—*Lewis.*

"By all means give us an Office of Organization for War Services *coincident with* an Office of Civil Defense, and let us not mobilize any corps of citizen volunteers until there is a need, the job is analyzed and clearly defined, and training, supervision, and recognition are provided." —*Duysing.* "I hope that this article will be given wide distribution and brought to the attention of the persons with whom rests the responsibility for formulating policies to govern such programs in the future."—*Anderson.* "It makes so many sound points and at the same time raises so many important issues that it is difficult in a brief statement, to do much more than commend its essential analysis and major proposal. I wish it were possible to discuss, either with a group or even in writing, the probable details of the plan."—*Johns.* "I find myself underlining so many of the paragraphs and hoping that we will be able to proceed correctly this time."—*Howlett.* "The question is one which should certainly receive discussion in many quarters."—*Grigsby.*

Journey Through Confusion

Americans accept, and soon forget, restrictions or difficulties that they recognize as unavoidable. They feel very differently about trials that are unnecessary.

"American communities should not again be subjected to swarms of representatives of federal agencies competing for attention and leadership. It is much too wasteful of human energy and that precious commodity—time. Furthermore, it leads to imbalance in programming and all those other evils inherent in uncoordinated planning and effort."—*MacRae.*

"The experience of World War II has certainly taught us that federal agencies coming into communities, without any knowledge of other programs in effect, create chaos of the wildest order."—*Ewing.* "Representatives of individual agencies were often changed with such rapidity that there was a question of educating the contact person as to what had been done by his predecessor as well as to what the community was doing . . . at one time we were spending more time in reviewing what had been done, for the benefit of new personnel, than we were in accomplishment."—*Richardson.* I had a strong feeling that there must have been in Washington many different people or agencies of importance, each of which felt that he or it was charged with the principal responsibility of 'saving the country' in the matter of civilian war services as well as in many other matters. Anything that will prevent any repetition of that kind of confusion will naturally be all to the good."—*Pfeiffer.*

"I am well aware of the confusion which the efforts of civilian war services produced in 1941 and the subsequent war years. I appreciate the comments of Mrs. Rich and realize that these comments are based on knowledge of the good and bad policies in the civilian defense effort."—*Laney.*

National agencies also suffered in the confusion. "We were asked by various governmental agencies to enlist our people in setting up councils or citizens' committees to put over campaigns and service projects. This meant that we had to ask the same people over and over again to form a new council or new committee each time a new program came out. We believe that matters could have been greatly expedited and time and energy

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Participants

Direct quotations from the following participants are included in the discussion of the plan which Mrs. Rich proposes. The listing gives the reason for requesting an opinion which may or may not be the present official position.

Selections from the scores of letters were made on the basis of the date on which replies were received, felicity of expression, past experience of correspondents, and pure chance. Many other quotations from the scores of letters might just as well have been used. However, all of the main points which were made have been covered.

Excerpts from letters received after our publication deadline and comments from those who first saw the article in this issue will be published in our December issue. The entire file will be available for any group studying this problem. Further comments by readers will be welcome.

Joseph P. Anderson, executive secretary
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Richard S. Bachman, managing director
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Gordon W. Blackwell,* director, Institute for Research in Social Science, The University of North Carolina

Howard Braucher, president
National Recreation Association

Harold Braun, executive secretary
Community Chest of Austin (Texas), Inc.

Bradley Buell,* executive director
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Irene Farnham Conrad, executive secretary
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John B. Dawson, executive director
Health and Welfare Council (Philadelphia)

Ned H. Dearborn, president
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Walter W. Finke,* executive vice president
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Lyman S. Ford, director, Health and Welfare Planning
Community Chests and Councils of America

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Social Planning Council of St. Louis and St. Louis County

W. Cooper Green, mayor
City of Birmingham

Rall I. Grigsby, acting commissioner
U. S. Office of Education

C. A. Harrell, city manager
Norfolk, Va.

Mrs. Alfred F. Hess, member of the board of directors
American Women's Voluntary Services, Inc.

Fred K. Hoehler, executive director
Community Fund of Chicago, Inc.

Howard W. Hopkirk, executive director
Child Welfare League of America

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Virginia Howlett, executive director
Travelers Aid Society of Philadelphia

Hugh R. Jackson,* executive director
Public Charities Association of Pennsylvania

Ray Johns, general secretary, Boston YMCA
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George T. Kalif, director
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Paul F. Nagle, executive director
Durham (N.C.) Community Chest, Inc.

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Mrs. Hilda McFarland Penn, volunteer bureau director
Community Chest of San Francisco

Leo Perlis, national director
National CIO Community Services Committee

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Welfare Council of Metropolitan Los Angeles

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Hayes A. Richardson, director of welfare
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Mrs. Franklin D. Roosvelt
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James S. Schramm*
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Elwood Street, executive director Community Chest and Council of Greater Bridgeport and Stratford, Conn.

Charles P. Taft, formerly, director
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Mrs. Thomas L. Tolan, Committee on Citizen Participation
NSWA & CCC of A

W. C. Van Laningham, assistant executive director
Community Chest and Council of Greater Peoria, Ill.

Kenneth P. Vinsel,* executive director
Louisville Area Development Association

Anna D. Ward, executive secretary
Baltimore Council of Social Agencies

M. L. Wilson, chief, Nutrition Programs, Food Distribution Programs Branch, U. S. Department of Agriculture

Harold E. Winey, executive director
Community Chest of San Francisco

Luther E. Woodward, field consultant
The National Committee for Mental Hygiene

Donald Young, general director
Russell Sage Foundation

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Committee on Citizen Participation, NSWA & CCC of A

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saved for all if the federal agencies carrying on war service programs had channeled through one central federal office, such as Mrs. Rich's proposed Office of Organization for War Service, and had utilized one community council in local communities to do the job." —*Allen.*

Although most of the brickbats were aimed at the federal services, at least two writers felt that the article "certainly underscores the importance of putting one's house in order in the local community and I suspect it would be helpful if we had some similar analyses of local experiences where likewise mistakes were made in the past."—*Dawson.*

"The development of social welfare services in this country has been haphazard rather than planned. We have too many social welfare agencies and the meaning of emergency problems brings pointedly to our attention the inadequacy of our present state of organization in the field of social welfare."—*Kidneigh.*

Two Kinds Do Not Mix

There was almost equal unanimity about the importance of separating the protection services and the community-civilian services. "The separation of the protective 'civil defense' service from the work of assisting communities to organize resources and mobilize their volunteers is certainly sound. . . . It should help eliminate the confusion which resulted from 'scrambling' all the war service programs together and from the multiple approaches to local communities by federal agencies." —*Johns.* "The principal mistake of the OCD—it always seemed to me—was in creating unnecessary confusion during the early part of its organization and operation. For that reason I like Mrs. Rich's sharp distinction between 'civil defense' and 'civilian services,' and her proposal to lodge clear responsibility for the latter in a new 'Office of Organization for War Services.' "—*Buell.*

"Our experiences in 1941-5 proved to us that the so-called 'protective services' of civil defense should be organized and administered independently of the 'war services.' Each should have its own federal office or agency to which it could look for guidance and assistance, and through which all federal activities concerned with the 'services' would be channeled."—*Green.*

"I heartily approve the distinction drawn between civil defense and mobilization of resources and volunteers. I believe organizations should be set up upon that distinction." — *Penn.* " . . . and it seems to me that the recognition of this distinction should be basically important for an avoidance of the same confusion in the future." —*Kalif.* "It is true beyond question of doubt that the combination of responsibility for protective services with the task of organizing communities and mobilizing volunteer manpower not only for civilian protection but the myriad of community wartime services, was a mistake. Those responsible for civilian protection properly chafed against the 'unmilitary' approach of community organization."—*Jackson.* "Her distinction between civil defense and the organization of community war-related services seems quite sound. Certainly the former type of activity lends itself best to line-of-command operations while the latter can be done best only by the constructive use of community resources to meet community needs both in peacetime and wartime." —*Nagle.* "I most thoroughly agree the two jobs require different kinds of skills and interests and one or the other must suffer if the two are put together."—*Ward.*

"To public officials and the so-called 'practical' men, generally, the civilian war services appeared to be 'busy work' suitable for women and social workers. Yet as Mrs. Rich states, these activities cannot be written off as extraneous. These are necessary jobs requiring a different kind of skill than the protective services."—*MacRae.* "Whether by good luck or by foresight, we were fortunate during the days of OCD in having rather complete separation in our local OCD office and we saw how much more effective the work was conducted than in some other places we knew where there was little or no separation."—*Braun.* "Most of us who served in OCD will surely agree that the 'protective services' of civil defense should be incorporated into the Office of the Secretary of Defense and that 'war services' should be entirely separate."—*Schramm.*

"I also agree with her that the mobilizing of manpower and the organizing of community resources cannot be written off as 'extraneous activities' to be 'supervised by other agencies.' "—*Tolan.*

There is cause for reassurance in learning that the recently organized Office of Civil Defense Planning "has recognized from the beginning that the many other war services, in which communities will be asked to engage during a period of war, should have organized direction for their effective discharge and the most productive use of the volunteer manpower required to accomplish them."—*Hopley.* Some correspondents stressed the importance of not having *civil defense* volunteers recruited on an uncoordinated basis. It is to be hoped that this matter will be further considered by the OCDP.

On the other hand, there were one or two persons who were "not sure that I agree with Mrs. Rich about the need for having separate agencies in Washington head the two programs. Of course, experience in World War II did demonstrate that problems arise when their administration is centered in one agency. But, speaking from local experience, it seems to me that the best results are obtained when responsibility for their over-all integration into community life is placed upon one citizen organization. This lessens the risk of competition, permits the utilization of volunteers in various capacities and avoids establishing a hierarchy of community services. I would, therefore, prefer to see the question of one over-all national organization heading the total civilian defense organization as we had during the last war, or two agencies, left open for further study. That neither phase can operate without the other with any real prospect of success is, to me, self-evident."—*MacNeil.*

Guidance and Flexibility

None would disagree with those who pointed out that it would be undesirable and inefficient for the federal government to prescribe a uniform organization for all communities.

"I find myself basically in agreement with the proposals set forth. However, should another war develop, the tendency will be to swing to authoritarian organizations with direct lines of command to local communities and in turn to individual citizens. All possible measures should be taken to . . . preserve individual freedom in an emergency. Emphasis should be placed on the guidance of local war services. These councils should be kept as independent and autonomous as is possible. Individual and community initiative will be strangled if decisions are handed down from the top."—*Van Laningham.*

"One of the most delicate and skillful tasks before a federal office advising either local community services or manpower mobilization would be, it seems, to help communities do their job through a natural democratic process rather than through artificial direction. Experienced field consultants who thoroughly understand sound community organization could help considerably to make this possible."—*Goodall.*

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"I hope that clearer emphasis can be placed on the need for using existing social services in the local communities, particularly the public services, because many of these are organized and supported partially by federal funds although operated under state or local administration. These agencies would be in a position to help considerably in developing any local program."—*Hoehler.* "I should also like to see closer working relationships than existed during the past war between the 'civilian war services' and the all-time agencies—national, state and local—where there are well established all-time agencies in relation to the special subjects of concern to the civilian war services program. There was greater carry-over value, I believe from the civilian war services programs in those localities where there was no competition between the emergency organization and the all-time organization."—*Ward.*

A few of the correspondents had definite ideas about local auspices. One assumes that the auspices would be the municipal government "which could bring together both public and private agencies."—*Richardson.* Another thinks that "local war services councils ought to be set up geographically on a natural metropolitan-area basis. If there were particular matters which could be solved only upon a municipal level, then whatever organization might be required should be a subdivision of the over-all local war service council."—*Pfeiffer.* "It might be worthwhile emphasizing also that in the local community the organization of all services might well be handled by local community chests and councils and volunteer bureaus where they exist—as going concerns available for mobilization and coordination of community resources as needed; or, at least, they should be invited to serve as the health and welfare sections of local war service councils."—*Street.*

"The type of federal set-up which is recommended should set the stage for finding the proper answers to certain local problems which are not discussed in this article. These problems include the structure and auspices and existing planning groups of volunteer services. I feel that if the guiding principles in finding the answers to these local problems are flexibility and a desire to utilize existing machinery and resources to the fullest extent, not too much difficulty will be encountered."—*Ford.* "What happens in wartime should definitely be geared into what is being developed in peacetime, rather than the imposition of some new planning structure irrespective of what particular communities already have."—*Blackwell.*

Dissenting Opinions

In view of the fact that the subject was a basis of continuous controversy during the war, it was surprising that only two or three persons were "not at all sure that such activities as selling war bonds and other activities such as promoting the development of an adequate program of child care centers must, necessarily, be under the direction of the same organization at the local level."—*Pfeiffer.*

Another surprise was to hear from only two people who believe in having the agencies responsible for program undertaking their own organization and "do not see any reason to think that a separate organization should be set up to do the job that you are talking about. It should be done by an organization related to the primary functions involved, which are just as they were in the last war, recreation, health, education and welfare."—*Taft.* "Our own experience in the Office of Education during the last war leads us to believe that, as respects elementary and secondary schools, the existing federal channels of relationship to State Departments of Education and through them to local communities should be utilized in all matters of war-related community activities in which school teachers and pupils are called upon to participate, such as pre-induction training, vocational training of less than college grade, recruitment of victory farm volunteers, salvage campaigns, war bond and stamp sales and the like. Rather than set up new war federal agencies with duplicating staff, we believe it would be desirable to utilize and expand the staff and facilities of existing federal agencies, which is to say, in the case of war-related civilian activities involving elementary and secondary schools, particularly those of the U. S. Office of Education."—*Grigsby.*

One Office of Community Organization

Nearly all the other replies stressed the belief: "The suggestion is sound, that one federal agency, an Office of Organization for War (or Defense) Services, be made responsible for national governmental leadership for all the community services which require community organization effort. Two approaches to local communities—one on a 'line' basis for essential and effective civil protective services, and one for guidance on community organization of other services needed in particular communities—is enough."—*Johns.* "In World War II the jockeying for position by the federal agencies went far beyond the funny stage and indicated again a need for more unified action."—*Bachman.* "Often the sly innuendo bred from jealousy is just as damaging in material sent out as if they had directly recommended another course of action."—*Robb.*

"As one who worked in our county war council, with communities ranging from large to small, in the program which recruited, trained and placed volunteer civilian manpower in the war services, I would very much favor the proposal to establish a federal Office of Organization for War Services. Moreover, I also believe with Mrs. Rich, that such an office should be located in the Office of the President."—*Eckel.*

"I am in accord with her proposal for an Office of Organization for War Services. There is no doubt that an office of this kind established in 1941 would have prevented much of the confusion during the last war."—*Vinsel.*

"I would hope that her program included, as I believe it does, power in the Office of Organization for War Services to indicate to local communities that there is only one type of local council needed, individualized, of course, to the communities' own need and that all other federal agencies dealing in any way with the local community would have their plans approved by the Office of Organization for War Services before any material was publicized or any communities visited."—*Robb.*

Office of the President

The term "Office of the President" as a means of explaining the broad and important nature of the proposed office and its interagency role seemed well understood by all. It was properly assumed "that Mrs. Rich does not intend to suggest a direct responsibility to the President, in view of the pressing obligations upon this high office, particularly during wartime."—*Jackson.*

"I also agree that placing this overall responsibility with any single operating agency which is concerned with program content, but which inevitably cannot cover all program matters which

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must be transmitted to the states and communities, is unsound."—*Jackson.* "I agree that such a federal service should be located in the Office of the President of the U. S., because nearly every part of the government has some stake in helping."—*Braucher.*

". . . none, I believe, who worked both in Washington and in a local community during the war will disagree with her basic principles: that the Office of Organization for War Services should be separate and distinct from the Office of Civilian Defense; that it should be located in the Office of the President; and that it be the only one with responsibility for community organization."—*Miles.*

The nutrition program of the Department of Agriculture was a federal program which, from the very start, was administered on the basis of unreserved cooperation with OCD. The director of this program comments "from the angle of our experience with the development of the nutrition program under the defense program. During the postwar period and after the discontinuance of the OCD organization, the nutrition program was not lost along with the civilian defense structure. Yet it could and did, I think, integrate itself very effectively with the OCD work, here in Washington, in the states, and in the communities during the period the OCD was operating.

"What I am trying to say is that 'subject-matter' programs organized along the lines of the nutrition program can be easily related to a service agency whose basic purpose is to promote effective community organization and to encourage needed community programs on a national basis."—*Wilson.*

Only one writer asked, "Why not locate in the Federal Security Agency the services which it is proposed to locate in the Office of the President? This would permit a centralization of responsibilities, a knitting together of related services in the FSA and avoidance of some of the frustrations which a new unit of service would impose."—*Hopkirk.* Nevertheless, if plans proceed this may well become the controversial issue.

Additional Thoughts

Some interesting comments and suggestions were made about specific aspects of the plan. "Mrs. Rich's suggestion that the proposed office have an interagency advisory committee is a must and I should like to suggest further that there also be attached to such an office an advisory committee, to continue throughout the life of the office, composed of representative citizens apart from government who have been active in community organization and citizen education and participation. The experience and know-how of such a group could prevent many of the previous mistakes, and could demonstrate the citizen participation in the program of his government."—*Eckel.* "I think there would be virtues in a strong national advisory council for the war services program."—*Bachman.*

"I do think Mrs. Rich is too quick in ruling out the place of local advisory councils for the civil defense program."—*Bachman.* "Even the army has been learning some democracy and finds it cannot impose a service on a community no matter how much designed for the community's own protection. In other words, I am skeptical of the ability of a direct line organization to do a nationwide job without a good measure of collaboration at the local level. This only further accentuates the need for a central office of organization for war services. To use but one example in the field of my own interest, namely, mental hygiene, just how would the civilian defense authority propose to deal with mass panic reactions apart from the utilization of local personnel and organizations."—*Woodward.*

"The first thing, then, is for us to be convinced of our own just cause, to know what we want and to drive for it, to protect our cherished democratic institutions at all costs, to select from among us inspiring leaders with great social vision rather than brilliant file clerks, and then do the best we can to establish the kind of channels and organizations and utilize the kind of methods and techniques that will do the best job in the fastest time at a minimum of human costs. Mrs. Rich's document is a contribution toward such an organization and technique."—*Perlis.*

Should Not Lag

Timing was stressed by many, and a belief that "certainly these other community services should not lag behind the organization of civil defense services. While one inevitably approaches such further 'organization for war' with great reluctance, the two phases of organization should proceed simultaneously."—*Johns.* "I certainly subscribed to her suggestion that the developments of the War Services should parallel the development of the Protection Services and should not be left until an emergency is upon us."—*Nisonger.*

"There should be thorough planning and organization for war services . . . paralleling provision for civil defense now being developed on the initiative of the Office of the Secretary of Defense. My concern about this matter is based not only on the logic of the situation but also on my personal observations in Washington during World War II and the preceding defense periods."—*Young.* "I should hope that such an organization would precede the establishment of state and local councils, so that much of the waste present in the pattern of organization during World War II could be avoided. We suffered greatly in our local councils from conflicting directives stemming from federal and state offices and from the lack of planning."—*Eckel.*

A specification for the immediate future was to "(1) Man the office at the top with mature personnel, trained and experienced in community organization, (2) develop the program on the basis of precise knowledge of needs in the particular 'camp' and 'industrial' communities which are being subjected to special strain on account of the peacetime mobilization program."—*Buell.*

All-Time Need

Evidence of some fundamental thinking was shown by the comments of those who in the postwar years had come to ". . . feel that somehow there should exist, for service in connection with non-emergency and more permanent objectives, a structure through which community and volunteer resources can be utilized when any program reaches the levels of a national concern."—*Wilson.* ". . . that some kind of a federal office charged with the responsibility of coordinating federal domestic programs at the community level would serve a useful purpose. It is not too early right now to establish an Office of Organization for Federal Services."—*Schramm.*

"I feel that communities should be organized for volunteer service on a permanent basis, so that the organization and services can be mobilized at short notice for any purposes of disaster of various kinds. There is a constant need for citizen participation in setting up child care, housing, information bureaus, etc. So that instead of an Office of Civilian Defense or an Office for Organization of War Services, I should like to see some federal Agency on Citizen Participation through which all general directives might come right down to towns or communities where such citizens' council as

(Continued on page 318)

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Know What the What Is

BRADLEY BUELL

Executive Director, Community Surveys, Inc.

Evidence piles up that what SURVEY MIDMONTHLY now describes as the "Welfare Movement" is entering another of those periods in which it must go through the wringer of local community self-examination. Public welfare "investigations" have made national news. Awareness of the inseparability of the problems of families and children which has been increasing for a decade, is now resulting in combined studies of family and children's services. National health experts are busily engaged in local surveys, some limited to the traditional areas of public health, but others reaching out to include the "chronic" degenerative diseases. The wartime recreation boom is settling down to a more stable community demand for master plans.

This is reminiscent of the middle Thirties—when the amount of local replanning, reorganization, surveys, and self-studies reached an all-time peak. Then, communities were still struggling with an overwhelming burden of unemployment relief. Both local tax and private financial resources had been drying up during the years of the deep depression and these two factors gave a crisis tinge to much of the self-examination of that decade. Although the stark compulsions of unemployment relief and financial stringencies are not now present, we still see some analogies in the motivating forces of the Thirties and those of the later Forties. Happily, the current setting differs from that of a dozen years ago in these two important respects.

Intense preoccupations for half a decade with emergency problems of wartime lead to the need for community readjustments, as did a comparable preoccupation with the emergency problems of the depression.

Nor is there a too great difference in the origin of the spark which is igniting the process of local self-examination. Sometimes it is a belligerent large contributor, irate councilman or legislator. Sometimes it is a crusading press, or a friction between agency or community interests or fear that expansion of service will be blocked by the stone wall of financial limitations. Sometimes—and happy indeed is the community where this is the case—it is in lay or professional statesmanship of a quality which recognizes the value of periodic, objective stock-taking.

Fourteen months from the time this issue of SURVEY MIDMONTHLY finds its way into the hands of its readers, Father Time will be turning the halfway corner of his inexorable march through the turbulent confusion of the twentieth century. The Middletowns —those vigorous and lusty urban infants of the early 1900's—have now grown to a maturity which gives a dominant characteristic to our mid-century way of life. Many of them are paying the penalty for excesses in their youth. All of them recognize a hard core of community responsibility for the preservation and enhancement of that individual well-being, the synthesis of which characterizes a community's own well-being. In discharge of that responsibility, they are spending sums that earlier would have seemed fabulous.

Research in Community Planning

To add to the scientific "know how" of such stock-taking is one of the purposes for which The Grant Foundation made its appropriation to Community Surveys, Inc., for a three-year project. (See SURVEY MIDMONTHLY, October 1947, page 284.) Essentially, this article is a report of progress during the first year.

It would be difficult to overestimate the values which have accrued to us from the experience and materials accumulated in the scores of local studies and surveys during the Thirties and Forties, participating in which were many of the professional specialists now associated in Community Surveys, Inc. This is particularly true of those studies where a fortuitous combination of survey personnel and local leadership made possible a pioneering exploration of principles in fact finding, organization, and coordination which have a more widespread applicability.

The major research value, however, that has come from the analysis of this experience and these materials lies in revealing the particular things that we do not know about scientific methods for taking stock of over-all programs of community service. Definitive recognition of the things "which you do not know, and which you need to know" is the foundation for true research in community planning as for any scientific endeavor.

The underlying difficulty in scientific procedures for community stock-taking can be rather simply expressed. It is this:

Almost no single local agency has complete responsibility for meeting a particular problem. It serves only a segment of that problem. Sometimes the restrictions are mainly quantitative because there are other agencies serving in the same area, or, for other practical reasons, the agency can attempt to serve only a portion of the total number of people in the community whose problems are of a particular sort. Sometimes the restrictions are inherent—the problem is one which requires several kinds of specialized services for its proper solution or treatment—and the agency does not provide all of those specialties.

Local public health departments are an exception, since they long have had over-all responsibility for the *control* and *prevention* of communicable disease. But even here, the health department has only indirect responsibility for the provision of medical treatment of people with most of these diseases, has not universally accepted the full responsibility for health education, and is only now beginning to develop responsibilities in connection with non-communicable diseases which at present constitute the major causes of death. Another rapidly emerging exception may be found in the almost exclusive responsibility which the public welfare departments of many communities now have for the problem of dependency.

Almost everyone has long been

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aware of the underlying problem in local programs of community service. It is the way in which agencies have come into being and, practically speaking, the only way in which they could have come into being.

Three Obstacles

There has been much less awareness, however, of three fundamental obstacles which this underlying fact puts in the road along which must proceed the development of scientific procedures for planning and stock-taking. The first obstacle is the lack of available or accurate data in most areas, other than public health, about the number of people in the community with the particular types of problems that require various special services. That such data are elemental to any scientific evaluation of the "adequacy" of services and knowledge of "trends" in the spread of particular problems throughout the population is a factor of high importance to sound long range planning.

From their knowledge of conditions in other communities, experienced surveyors can, to be sure, generally interpret such facts as are available in individual agency records, sometimes supplemented by special samplings taken as part of the survey, and often make good estimates of community need and the adequacy of service in relation to it. Furthermore, from their special knowledge of what is good and what is poor practice, they can come to sound judgments as to whether or not the community is getting the best possible value from the facilities which it now has. These latter judgments however are in the realm of "efficiency" and should not be confused with those which relate to the measurement of "need."

The second obstacle is a corollary of the first. All agency records about the problems of individuals and families quite logically have been developed to serve the administrative purposes of the particular agency. So that even the list of problems used by agencies which work in the same field will differ greatly.

This lack of uniformity makes it impossible readily to get accurate communitywide data about the types of problems presented, even by the people who have been *known to the social agencies.*

The first step in surmounting both of these first two obstacles is clearly one of "classification." That is, a start in developing an over-all classification of the types of problems affecting the people of the community, which will have maximum usefulness for community planning, and securing data about the spread of problems.

As the ultimate purpose is planning for service, the sound basis for such a classification is etiological—that is, related to causation.

Whether service be for diagnosis and treatment, or for more general help and assistance in achieving security, satisfaction, good health, the key factor is in *why* the service is needed. There is as yet scientifically precise knowledge of causation in few areas of human difficulty or need. While any classification so rooted will require constant revision, it has seemed sound to try to develop our concepts within a framework of what is now known about the nature of various types of human difficulties and what can be done to meet them most effectively.

Clarification and eventual surmounting of the third obstacle also requires "classification." In any community each agency provides at least one and often more particular types of service that are related to a particular problem. But the kind of service rendered by an agency in one community and that by an agency with a similar name in another is subject to considerable variation. And in the same community the functions of administration and operation are easily confused while both functional and administrative nomenclature may differ considerably even among agencies whose service is related to the same general type of problem.

The competent surveyor, however, knows that in relation to each of the community's major problems, there are certain basic service functions that need to be provided and often coordinated with each other. He must be able to identify which of these functions are provided by which agencies. Only after he has done so, can he begin to examine the question as to whether or not the administrative framework within which these functions are provided is the best that can be achieved.

The distinguishing characteristic of many of these functions is the professionally specialized personnel qualified to diagnose, treat, give assistance or leadership to people with particular needs. In others, it is the specialized facilities and equipment. In certain areas, progress has been made in establishing definitive classifications of the types of service needed without regard to issues of administration and operation. In working out an over-all classification of the functions in all the fields which are essential to a program for the total community, we have been following a key principle in classification that there must be a relationship as precise as possible between the nature of the problem and the several types of services and facilities to meet it.

At this writing, we have nearing completion (1) a classification of problems towards which an over-all program of community service should be directed, (2) a classification of the services which should constitute that program, (3) a systematic procedure by which to measure, more adequately than has yet been possible, the spread of problems throughout the community, and to chart the organization of services.

Research Methodology

This is no place for a detailed discussion of the research methodology applicable to the problems of community planning, except perhaps to note that it is a new venture and to say a word about what seems to us to be its essence. For a long time, substantial sums of money have been profitably invested by foundations and other interests, in the field of public health for what they call "administrative research"—much of it actually, however, for the improvement of methods of planning and evaluation. But this has not been true for other areas of community service, and until The Grant Foundation's present appropriation, resources for basic research in the field of over-all community planning have been almost entirely lacking.

The essence of research methodology in this area, it seems to us, lies in a fusion of the "know how" of the community planner and the technical knowledge of the practicing specialists in each of the principle fields. This is not as simple as it sounds. True fusion can come only between planners who have an adequate working knowledge of the problems and program methods of the different fields, and practicing specialists who have an understanding of the purposes and methods of planning. It is an illusion to think a committee, assembled by merely putting together representative specialists who happen to be at hand and staffed by a community organizer whose principle ability lies in the capacity to generate

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good will and take minutes, will contribute much that is now or fundamental to the problems of planning. Or for that matter, that a community survey team, so composed, will produce more than a series of unintegrated specialists' reports, able and helpful though they may be.

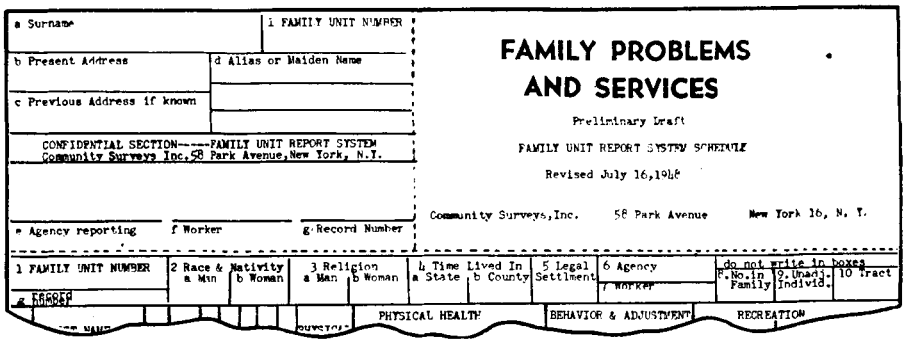
Therefore, our headquarters staff, all of whom have had extenslve experience in community planning and organization, has systematically consulted, at different stages in the development of our classifications and procedures, with individual specialists whose experience has carried them into the broader areas of planning and organization. In this we have been especially fortunate, not only in the professional personnel who from the beginning have been associated with the survey service of Community Surveys, Inc., but also in the group of consultants who have worked with us continuously during this period. These include:

Paul T. Beisser, Family and Children's consultant; Dr. Carl E. Buck, School of Public Health, University of Michigan; David DeMarche, professor of group work and community organization, Springfield College; A. A. Heckman, general secretary, Family Service of St. Paul, Minnesota; Dr. Roscoe P. Kandle, field director, The American Public Health Association; Marguerite S. Meyer, Family Society of Greater Boston; Harry O. Page, deputy commissioner, Department of Social Welfare, New York State; Ruth J. Peterson, Health and Welfare Council, Inc., Philadelphia; Homer Wadsworth, vice-president, New York School for Social Research, New York City, formerly Pittsburgh recreation director.

St. Paul Demonstration

During the course of the year it has been possible to put to work, to "test out," some of our preliminary classifications, and the ideas for program analysis which lie behind them, in several of the local community studies conducted under our auspices. Similarly, we expect that other local studies and surveys during the life of this project will provide a practical laboratory in which to improve and refine these stock-taking methods.

From the beginning, however, it seemed clear that midway in the project it would be desirable to carry out a careful demonstration in a local community. From our standpoint, this would serve a dual purpose. As resource and background material for our ultimate report it would provide the best possible data about the nature and prevalence of various problems among the people of a single community. It would also serve as a practical testing ground of methods and procedures for collecting this information. From the standpoint of the local community, we hoped that it would result in establishing procedures for the continuing collection of these facts and their use day by day and year by year in the local processes of planning and evaluating programs.


a Surname
i FAMILY UNIT NUMBER
b Present Address
d Alias or Maiden Name
c Previous Address if known
CONFIDENTIAL SECTION----FAMILY UNIT REPORT SYSTEM
Community Surveys Inc.,58 Park Avenue,New York, N.Y.
FAMILY PROBLEMS AND SERVICES
Preliminary Draft
FAMILY UNIT REPORT SYSTEM SCHEDULE
Revised July 16,1948
Community Surveys,Inc. 58 Park Avenue New York 16, N. Y.
e Agency reporting
f Worker
g Record Number
1 FAMILY UNIT NUMBER
2 Race & Nativity a Man b Woman
3 Religion a Man b Woman
4 Time Lived In a State b County
5 Legal Settlement
6 Agency
7 Worker
do not write in boxes
8.No.in Family
9.Unadj. Individ.
10 Tract
PHYSICAL HEALTH
BEHAVIOR & ADJUSTMENT
RECREATION

Last spring, negotiations for a joint plan were completed with the welfare leaders of St. Paul, Minnesota. The first stage is being launched November first.

There were a number of good reasons for choosing St. Paul. It is a city within the population range where the purposes and procedures of community planning have best flourished. It has at its disposal most of the specialized services now regarded as essential to a good community program. It has a tradition of professional and lay cooperation.

There were three other quite practical reasons. Among its lay and professional leaders are many such as—to mention only a few—Charles J. Birt, director of The Greater St. Paul Community Chest and Council; Frank M. Rarig, executive secretary, Amherst H. Wilder Charity (Wilder Foundation); William Mitchell, chairman of the Planning and Research Council; Ruth Bowman, executive secretary of the county welfare board; A. A. Heckman, director of Family Welfare Service, and Dr. R. B. Schoch, city health officer—who not only have a genuine concern for better community planning but a practical and open minded awareness of some of its past limitations.

Moreover, St. Paul is one of the relatively few communities which has reasonably adequate facilities for local research and fact finding. Under a somewhat unusual arrangement, the research department of The Wilder Foundation, with an experienced director and supporting staff, acts as the research arm of The Social Planning Commission of The Council of Social Agencies. Closely tied in is The Ramsey County Board of Public Welfare which has adequate IBM tabulating facilities.

Finally, a number of years ago, under leadership of the late Pierce Atwater (then director of The Community Chest and Council), Frank Rarig and others in St. Paul began to develop a continuous reporting system to serve many of the broad objectives of the purposes of this present project. This has gradually been extended to cover many of the major fields of service, but because of the war, changes in personnel and for other reasons this extension has been more or less piecemeal. For some time there has been a general feeling that a systematic overhauling and evaluation was needed.

The joint plan as now worked out provides for local sponsorship by a steering committee under the Social Planning Commission, with Mrs. Fred L. Paul as chairman, which includes representive agency executives from all of the major fields of service. Isaac Hoffman, director of the research department of The Wilder Foundation, with a staff somewhat augmented for the period, will be responsible for managing and processing the materials. Madeline Berry, associate director of Community Surveys, Inc., has over-all responsibility for direction and supervision.

The cost of the project will be approximately $30,000, most of it in allocations of staff with only a relatively small additional cash expenditure. St. Paul is providing services and funds for approximately two thirds of this total budget, Community Surveys, Inc., the other third.

The plan falls into two parts. In the month of November 1948, the hun-

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dred-odd public and private agencies will provide material asked for about their case loads, registrants, inmates, or persons otherwise receiving service during that month. We should not be surprised to see this produce information about the problems and needs for service in upwards of 50,000 out of St. Paul's some 100,000 families. After this material has been processed and tabulated, it will be carefully analyzed and interpreted, not only from the standpoint of its practical usefulness for local self-analysis, evaluation, and planning, but also from the standpoint of the working practicability of the reporting procedures themselves.

Then on the basis of this analysis, detailed recommendations will be made regarding revision of St. Paul's present reporting and fact-finding system.

F-U-R-S

The basic schedule on which the agencies will report data was worked out under the direction of Madeline Berry, Caroline Wagner, and Reginald Robinson of our staff, and a good many of the local agencies.

All agencies, whether they are working in the fields of welfare, health or recreation, will report on the same form, although naturally using only those items reflecting the type of problems about which they have information, or service which they render. But we believe that this device, in itself, will do much to bring about a better understanding of the relationship between the different kinds of problems which often confront the same individual or family, and of the constellation of specialized services which are so frequently required to meet them.

At St. Paul's suggestion we are calling this schedule, and its accompanying procedures, the "Family Unit Reporting System." This title does justice both to its mechanical devices and to one of its important underlying concepts. For in each instance the form calls for identifying information about the whole family — father, mother, children, or other members—even though the agency may be serving only one of them. A precautionary device to guard the confidential nature of the information will separate the surname and address from the rest of the sheet, after the family has been given a number to preserve its statistical identity.

Certain data, like the presence of disease, mental illness, personality difficulties, recreation participation, and so on, can be tabulated by the individuals affected and rates calculated on an individual basis. But all information coming from different agencies about the difficulties affecting individual members of the same *family unit* can be consolidated, tabulations made, and rates calculated on a family basis. This will make for a new element of comparability in statistical interpretation, for in some fields data have been available only in terms of individuals, in others only in terms of families. It also gives a method by which to *apply* to the problems of planning, our long standing knowledge that the family is the basic social unit, whose weaknesses and strengths must be taken into account in rendering many types of specialized service.

The central core of the items in the schedule comes from our classification of problems and services. A detailed exposition of these classifications is impractical here, and in any event it is to be expected that the St. Paul experience will suggest changes and modifications. The broad concepts behind the major problem groupings of (1) dependency, (2) maladjustment, (3) ill health, (4) recreational insufficiency, which we tentatively established some eight years ago as a result of survey experience have stood up well under critical examination. During this period, these have been used successfully in handling a variety of overall community material; for the last two years Community Chests and Councils of America, Inc., has been using them as the major classification of total community expenditures in connection with its Social Statistics Project. In developing and refining sub-problem classifications from the various operational fields, we have found them all to be related to one or the other of these major problem areas.

Broadly speaking, the several subclassifications of the problems of *dependency* are designed to distinguish between those needs which stem from "unemployment" and those which stem from relative "unemployability." Subclassifications in the area of *maladjustment* are designed to distinguish between diagnosed mental illness; socially diagnosed symptoms of personality difficulties; environment or "situational" maladjustments; and those directly related to "family disorganization" as distinct from the problems of the individual. In this area particularly, but in others as well, the classifications distinguish between the particular problems of *children* and *adults*.

The *health* field has a careful classification of the various diseases, which has recently been revised by the Expert Committee of the World Health Organization. For our purposes we are asking for detailed reports only on the major communicable diseases; the principal noncommunicable chronic or degenerative diseases; and the principal conditions of serious physical handicaps. The sub-classifications of *recreational insufficiency* are primarily designed to reflect the need for various major types of "activity" or "associational" satisfactions.

On the schedule also are listed thirty-four different major types of service which generally follow present terminology and practice. In each case, the agency will check the types of service which it provided, and those for which it referred the case to other agencies. For purposes of practical reporting this does not follow precisely our classification of service functions, and it will be possible later to re-group the data for further analytical and interpretive purposes.

We should finally make clear, perhaps, that the St. Paul demonstration or experiment will form only one part of the materials for our final report. It will help us establish a tentative classification of community problems and services, to be used and refined as we draw upon materials from any other local and national resources, and give broad consideration to human needs, and to the way that the Middletowns of this mid-century can meet them most effectively.

Focus

THE FOCUS OF OUR RESEARCH IS NOT, we hope it will be clear, on the problem of the organizational "structure" through which local planning should be done. Neither is it upon the so-called community organization "processes" by which people in communities are persuaded, or enabled to persuade themselves, to act in relation to any particular objective. Rather it is focused on the systematic development of knowledge and procedures which will be useful in defining and clarifying those objectives—in helping communities to determine *what* needs to be done; *how* best to do it. In other words, it is directed to the issues of community planning posed by Arthur Kruse's question in the August SURVEY MIDMONTHLY: "How do we know who should do what until we know what the what is?"

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"I'd Try Anything—"

An Anonymous Plea

Movies, magazine articles, and stories, especially since the publication of "The Snake Pit," have focused a good deal of attention on the plight of mental patients. The families of these patients are grateful for the publicity which has resulted in improvement of the institutions for their care. As a member of one of those families, my gratitude is mixed with the realization that this publicity has given rise to misconceptions which add to our difficulties. This article is written in the hope that it will help people try to understand the problems faced by the relatives of the mentally ill and that it will increase the desire for accurate, authentic information on the subject.

Some of these articles and movies have made prevalent the belief that mental illness of any type is as easily cleared up as a bad cold, if taken in time. It is portrayed as an interesting, fascinating, always curable disease, provided the relatives and physicians have sufficient interest in finding the cause and the cure.

The intelligent looking young woman in front of me at the movies marveled to her companion, "Isn't it wonderful? As soon as he realized that he hadn't caused his little brother's death years before, he got perfectly all right again." In the picture a man lurking murderously behind a door with drawn knife was transformed into a highly acceptable bridegroom. As simple as that! Another recent picture had the doctor telling the husband of a woman whose hallucinations had caused her to kill, that it would take months and that he wished he had had the patient before—implying a certain recovery which would, unfortunately, take a little time.

It is this kind of easy solution that provides ammunition for amateur diagnosticians in real life. It is perhaps understandable that most of us feel we are at least amateur experts when it comes to human nature and personality. But for most of us, the situation is painful enough without being subjected to the diagnostic opinions of well-meaning but uninformed acquaintances.

After we had reluctantly taken the final tragic step for my sister's commitment, one of her friends complained to me, "It seems outrageous that Alicia should be out there with those people! She wouldn't harm a fly." Why tell her of the gun Alicia had somehow procured and how we found her ready to fire it at imaginary persecutors hiding behind a group of children playing in the hotel courtyard? Or of the nights her husband and I spent trying to keep her from throwing herself out of the window? Because of the hope of eventual recovery and of our wish to protect the patients, families do not speak of such experiences. We try to have people see them at their best and avoid discussing days and nights of unforgettable horror and dread.

Because of that protective concealment, we are placed in the painful position of defending ourselves against the accusation, sometimes unspoken, often made outright, of not having tried everything before depriving our loved ones of their liberty. A close friend of ours hid her husband's gradual mental disintegration for months until the doctors warned her that it was dangerous for her and her young daughter to keep him at home any longer. From his bookkeeper, she knew that it would mean financial ruin should he continue his part time management of his business. The doctor telephoned her husband's banker, explaining the situation and the purpose of the visit he had advised her to make.

Instead of sympathy, she was met with a stern upraised hand.

"The doctor has just called me." The banker glared at her. "I talked with your husband just the other day—and I entirely disagree with the doctor. George is perfectly sane. But he *is* a sick man. You need no financial advice but you do need other advice. Go home and take care of your sick husband instead of trying to get his business."

Crushed and humiliated, she came to us for understanding. "What sort of a monster does he think me?" she sobbed. "Why would I want to confine a man I've loved for twenty years, my child's father? What amount of money could possibly compensate for that? The bookkeeper is so worried over the checks George is signing—he says it can't go on. Dr. Adams said I should have taken legal steps long ago—but how could anyone think I would do all this, if there were any other way? Why are people so cruel?"

Ignorance or Cruelty?

It may not be cruelty so much as ignorance, but there does seem a wicked readiness to believe the worst of these families. It seems all we can do is to tell ourselves that well-meant suggestions *are* well-meant, the result of kindly interest, and to try to overlook the implication that we have not explored every avenue before turning down the sad path we are forced to follow.

"When I think of Alicia, gay, beautiful and charming, out there—well, it seems to me that if I were you and her husband, I'd try anything, anything at all," said a friend, urging upon me a magazine article about a new cure—which we had already looked into and found was not advisable for my sister.

People do not stop to realize that of course we would try anything, "anything at all."

We are constantly on the lookout for remedies, we are the ones who rush to the doctors with any articles which hold out a gleam of hope. We are the ones who have the painfulness of visits to the sanitariums, the worry over whether our patients are well-treated, the agony of trying to separate truth from fantasy in their stories. We are the ones who suffer self-reproach for the things we might have said or done when they were themselves, things which can never be set right now, and we are the ones responsible for their care now that they can no longer care for themselves. We do not talk of the cures we have tried, the changes we have made, the treatments we have investigated, the chances taken when

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there was just a hint of improvement. Yet we are the ones to whom a woman on the bus passing the state mental hospital referred the other day: "There are lots of sane people shut up in there just so their relatives can get their money."

Protection of the Courts

Many intelligent people share her belief, unaware of the care and wisdom most of the courts use in guarding the estates of the mentally incompetent. Most of us find it easier to make such expenditures as we can afford ourselves rather than go through the legal formalities necessary before spending the ward's money. We appreciate this protection for the patient's and for our own sakes.

The woman on the bus did not know that in most states, two reputable doctors must pass upon the mental condition of the patient before commitment and—movies and novels to the contrary—there are few doctors so grasping that they will, for any amount of money, certify a sane person as insane. She and many others do not know that, even granted the existence of a villainous family and two avaricious doctors, the patient can still demand as a legal right, a jury trial. This is a protection no one would want to deny a patient, but one must remember that when jurors override the doctors' advice, it is the family which is blamed if a tragedy results from an unwise freedom.

When upon the doctors' advice we sought to place my sick sister in a sanitarium, she demanded a jury trial. Her mental state was such that, formerly modest, she gloried in the resultant sensational publicity, posing for pictures—giving interviews. The front page stories of a lovely young woman's "fight for freedom" when her husband wanted to "shut her up because she wanted a divorce" brought avid crowds of curiosity seekers.

The psychiatrists carefully explained to the jury that paranoid dementia praecox patients are often well-read, well-educated and seemingly intelligent despite their dangerous disease. Two jurors "couldn't bring themselves to vote to shut anybody up" and the case was left to the judge. He blandly pronounced, "Doctors are overcautious. She talks too much, but all women do. There may be money mixed up in this." And amid cheers for the patient and hisses for the doctors and the relatives, he freed her. No evidence about money had been introduced and we could only believe that the judge had seen too many movies or read too many novels.

It was not the judge who was called all the next week by frantic hotel clerks as she went from hotel to hotel, always claiming that some of the other guests were plotting to kill her. The judge did not have to wait apprehensively while this sick girl, freed from all restraint, wandered across the continent by plane, train, and bus. Finally, there came a telephone call from a hospital in Arizona where she had been taken raving from the plane, with airline officials refusing to allow her to travel further.

That judge must have shared the common belief that to be mentally incompetent the patient must be incoherent. Those people who announce that they have talked with Sam or John and as he discussed the United Nations intelligently, a grievous wrong has been done him, would hesitate to accuse the patient's family of theft or arson—yet they make a far more serious accusation. What do they know of the days when Sam or John can discuss nothing but his own hallucinations and when he tries to act upon his distorted ideas? Only his doctors and those nearest to him know of those times and, for the patient's protection, they do not tell. With most patients there have been long months when the families pretend to themselves that nothing is wrong. "She is just peculiar" or "he always was eccentric" they tell themselves while they make every effort to stave off the necessity to take the final step.

Many Dangers

These anxious months are often fraught not only with physical danger but the danger that comes from dissension and damage caused by the sick mind, before the sickness is recognized. Alicia's husband, whom she married without telling her family and without telling him of her previous breakdown, has suffered much in reputation from the plausibility which people do not expect in the mentally ill. Now that her condition is known, there are many who, unaware of his months of watchful care, of his patient efforts to help banish her delusion of persecution, still feel that "if Alicia had married someone else, it might not have happened." Useless to explain that the doctors say

A Psychiatric Social Worker Comments:

The unhappy position of the relatives of mental patients is an aspect of the problem of mental illness which is often overlooked. The author of this article has brought the question to our attention in a way that is the more moving for its restraint and fair-mindedness.

In the attempt to make such a complicated subject as mental illness more understandable, and to divest it of some of its mysterious and frightening aspects, there is a tendency to oversimplify and to imply an easy cure. This, of course, does not follow, any more than it follows that because *some physical* ills are easily cured—especially if treated early—*no* physical ills are serious or chronic.

I was struck by the weight of public opinion that makes the author say "we tried everything" before considering a hospital. It is a telling criticism of our mental institutions that we should look upon them as a last resort rather than a resource for treatment and, where necessary, protective care.

Part of the public misconception about psychiatric care is due to inadequacies in the hospitals themselves. Until an enlightened and insistent citizenry forces change into our mental institutions, including salaries which make it possible to attract personnel of a high caliber, this will continue. Until citizens force legislators to make adequate provision in their budgets for the care of the mentally ill, there will be little real treatment; and the hospital will continue to be a foreign body separated from the community of which it should be a part. The separation from community life does much to breed the kind of misconception and fear which this author describes.

As Dr. George S. Stevenson, director of the National Committee for Mental Hygiene says, "If the public buys misunderstanding, it gets misunderstanding."—*Mary C. Bentley, assistant director, Division on Community Clinics, The National Committee for Mental Hygiene.*

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her disease has been present for many years, unrecognized because of her unusual charm and beauty, and that marriage or no marriage, the breakdown was inevitable. Those friends listen, feel that it is nice that the family attaches no blame to the husband, but hold fast to their theory that mental disease, in anyone as bright and attractive as Alicia, is brought on by the wrong treatment, and could have been avoided if handled rightly. No one suffers more from that erroneous belief than those nearest the mentally ill.

Relatives are sometimes blamed for visiting too rarely and this censure may be just in many cases. However, those of us who make the visits know what ordeals they can be.

You may say to yourself, "It is not she—this is not the little sister I knew." But the voice is the same, the appearance is the same, the memories are the same only now distorted into caricature. You remind yourself that the real person is in a sort of eclipse, yet it is hard to remember that first person, in the face of the bitter, reproachful patient.

We make the visits and we will continue to make them as long as one of us lives, though that real person we loved will become more and more a shadowy memory, superseded by the patient. But we never have the comfort of knowing that the visits help and indeed sometimes we know that they are detrimental. Last week the nurse told me, "She was worse after you came last time. Before that she was telling the others about the millions of dollars she has and they told her fantastic stories and they believed each other. Seeing you jerked her back and she rebelled against being here and wanted to get out and punish her enemies. She talked out of the window all night after you went." There are undoubtedly many patients who are glad to see their relatives, which makes a difference, but the haggard faces of the husbands, and the sad eyes of the wives and mothers, make one realize that visiting is a difficult experience for many.

The most interesting writers on this subject are those who have themselves suffered serious breakdowns and have recovered. They have brought much hope to agonized families who feel that what the writer has done, their afflicted ones may do. But even those recovered writers must forget much, too. For instance, they often fail to mention incidents which brought into being the rules which they so resented. Virginia in "The Snake Pit" tells of her handkerchiefs being finally returned—but surely at Juniper Hill, her hospital, she must have seen, as I have seen, clothing torn by angry hands before it is even tried on, and gifts of fruit and candy thrown away—gifts which many times meant sacrifice on the part of the giver. Virginia must have heard the attendants berated for stealing articles which the patients have themselves unknowingly destroyed. What wonder that some gifts are forbidden and that the nurses are overcareful of the patients' belongings?

Avidly reading of the overcrowded mental hospitals, the public seems eager to believe stories of cruelty and neglect. There *is* overcrowding, neglect, and even cruelty in some of our mental hospitals; we, the families, realize that and worry the more over the care given our afflicted ones. This is a plea that people understand our concern and worry, though we do not display it in public. We welcome the interest of our friends, and appreciate the sympathy of those who care for us and for the patients, but we ardently wish that when people discuss mental illness they would take the trouble to get accurate information. We wish that they would consult a doctor familiar with such cases before passing upon the condition of any mental patient.

We wish, too, that before people imply that everything has not been done, they consider the grave reflection such an implication casts upon the integrity and the common humanity of the patient's relatives. We must work for more and better facilities for the care of those in mental hospitals. We must have hope that more cures will be effected to restore sick people to their homes and families.

May those families also hope that they do not have to bear unjust suspicion and censure as they endeavor to deal with their tragedies as wisely and as humanely as possible?

A community is more than a place and more than people. It is a commonwealth of duty and responsibility, of purpose and love. It takes the continued vigilance of every member of the community to keep the community alive. There is always a terrible danger in being too comfortable and too secure in our little personal worlds.—*The Right Reverend Stephen F. Bayne, Jr., Bishop of Olympia.*

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Legal Aid for Agencies

HELEN L. BUTTENWIESER

Lawyers are mechanics who work the machinery of law. Social workers need the services of lawyers, and it is well to remember that lawyers, like other specialists, give better service when they understand what those who consult them are driving at. Careful interpretation of the aims of social work make it possible for a lawyer to obtain better results for the client, and to do a better job of interpreting the law to the client. As the lawyer gains a clear understanding of the social work point of view through experience with many individual problems he will be more constructive in the process of securing needed changes in the law.

In many cities and towns, social agencies, as a matter of course, seek responsible legal counsel both in behalf of their clients and in behalf of the agencies themselves. Yet there are many agencies and individual social workers who do not avail themselves of this service. This may perhaps be due to lack of understanding of the areas in which legal services can prove helpful and timesaving.

The largest general field where the lawyer and social worker can work together to the advantage of the client is that of family problems—desertion and its concomitant difficulty, non-support; separations, divorces, and annulments. The much publicized field of adoption is another where problems require joint planning by lawyers and social workers. Problems of settlement and residence, landlord and tenant problems, and the field of personal contracts are others which involve both legal and social services.

The problems involved in desertion or abandonment and non-support run the entire gamut of practical and emotional difficulties. The right to invoke the legal resources of the community in such matters is based on the legal premise that a wife is entitled to support from her husband as long as she remains his wife, provided the *husband* has not been granted a legal separation for cause; and that children are entitled to support from their father as long as they are minors, and in some states even longer if they are physically or mentally handicapped.

In some states there are two types of courts to which a wife may go to obtain support for herself and her children. The one type of court is the civil court of the state to which a wife can go to obtain a separation or a divorce. The support is then obtained as a part of the decree.

The other type of court is a social court, known as the Domestic Relations or Family Court. The application to the Domestic Relations Court is, in effect, an application for relief as a destitute person or a person about to become destitute, and the court in awarding support, is saying that as between the community providing support and the husband providing support, the husband has the greater responsibility. Because of this philosophy, there is naturally a reasonably low top limit to the amount of support which can be ordered. However, there are advantages in going to that court, where it exists, instead of to the higher civil court. One advantage is speed; another is that since Domestic Relations Courts are of reasonably recent origin, they are apt to have a social attitude that is lacking in the purely legal courts. Attempts are made at reconciliation, and social investigations, made before the hearing, give the court the benefit of a background for hearing the case. The hearing itself is informal; husband or wife can tell his or her story without interruption.

When the Husband Disappears

Usually, the husband who deserts and refuses to support his wife and children merely moves to another part of the city or community and is easily reached with a subpoena or warrant. Frequently, however, the husband disappears. If that happens, the National Desertion Bureau, a privately run socio-legal agency, whose offices are in New York City, can be called on for assistance.

Should the National Desertion Bureau succeed in locating the missing husband, and if the husband's earning power warrants it, the aid of the local district attorney can be enlisted to bring the husband back where he can be sued for support. At the present time this is a rather barbaric procedure, since the man must be held as a criminal on an abandonment charge, brought back as a prisoner and literally forced to support his family or go to jail. As this unpleasant and expensive procedure almost inevitably causes the man to lose his job, it rarely does anyone any good.

Recently, an assistant district attorney in Brooklyn has suggested a remedy for this dilemma. His plan consists of having state legislatures pass identical bills which would permit the wife, as plaintiff, to testify in writing so that the case for support could be tried in the state where the husband and father is found, and the judgment providing for support of the wife and children could be enforced right where the husband and father is and where he has a job. Not only would this permit him to keep his job, but also it would save the states the expense and trouble of extraditing the husband, while at the same time it would avoid for the husband the humiliation and unpleasant experience of being the subject of an extradition. New York State has just

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The author, a child care and children's court caseworker for six years, has been practicing law for twelve years, and is now a partner in the New York firm, Lindau, Robbins, Buttenwieser & Backer. Recently she wrote *The Survey* editors:

"When I first become a social worker, laws seemed to me to have no conceivable connection with social work, except perhaps that they existed for the purpose of frustrating me in my attempts to model a Utopian situation for my client. Nowadays, as the official legal counsel to one large agency, and as the inadvertent legal counsel to many other agencies, I find the shoe is on the other foot! For each day I find myself explaining the purpose and usefulness of countless laws that social workers regard, just as I once did, as barriers rather than guides. It is because I believe laws to be guides rather than barriers, that I have written this article."

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enacted a law which would permit such a procedure, and there are indications that several other states will follow this example.

Living Apart

Separations, divorces, and annulments come within the province of the civil court. Separation from "bed and board," as it is technically called, is a court order which provides that the parties are still husband and wife, but may live apart. The court order also determines the amount the husband shall pay to the wife every week, who shall have custody of the children, and on what terms the other parent may visit the children. Of course, it is not necessary to go to court to settle any of these questions. Any or all of them can be made a part of a binding contract if the parties can agree. A settlement by agreement is always preferable, not only because of the usual disadvantages of litigation, but because the court will not order a husband or wife out of a house or apartment, nor will it order the division of jointly owned property in this type of action.

Applying to the court is a useful step where the parties cannot agree on custody or alimony. However, some states do not have an "action for separation" and in those states, if the wife needs support and cannot live with her husband, she must apply to the Family Court, with its limitation on the amount of alimony to be paid by the husband.

Divorce is an order of the court which terminates the marriage from the date of the order. In only one of the forty-eight states are there no grounds at all for divorce. In the forty-seven that do have grounds, there are almost forty-seven varieties. It is not uncommon for states to have a number of grounds, but some states limit them to one or two. Where there is only one ground, as in New York, that ground is adultery. Incidentally, in almost all states the commission of adultery is a crime, but in a great number of these states, it has been many years since this particular crime has resulted in a conviction.

Until recently, the least used matrimonial action was one for an annulment or a dissolution. An annulment is a court order which declares that there never was a real marriage. Grounds for annulment include an existing marriage by one of the parties, existing but concealed mental illness or venereal disease, as well as fraud in making of the marriage contract.

Fraud covers different things in different states. In some states, proof that a spouse pretended to want children before the marriage, and after the marriage shows that he or she never intended to have children, is grounds for annulment. A change of heart after the marriage is not grounds; there must have been fraud in making the contract. Conviction for prostitution, concealed before the marriage, may be grounds, but if the conviction was known to the other spouse before marriage, there can be no annulment, since there was no fraud involved. In most states, lack of chasitity before marriage is not grounds for annulment whether concealed or not concealed, nor is the later discovered existence of an illigitimate child. This does not hold true in all states but does for many, including New York.

Landlord and Tenant

All too frequently, social workers come in contact with the need for legal interpretations in connection with landlord and tenant problems. Our law is based on English law, which in turn is based on the theory that real property is more important than any other kind of property, and, therefore, must be safeguarded. Real property means land; personal property—everything else. The laws concerning landlord and tenants are involved at best, and additional complications have been created by the conflict between the existing law and provisions of the emergency rent control laws.

It is in this field that we have recently had, in New York City, an example of the benefits of close working relationships between social work and the law. A ruling by the area director resulted in an "epidemic" of rent increases for homes having foster children. Social workers were able to give lawyers a clear understanding of the ill effects of such raises on many aspects of foster home care. Lawyers were thus enabled to put across a social point of view in a hearing before the area rent director. The ruling has now been reversed, with resulting benefit to the foster children under care in these homes.

In ordinary times, evictions play an uncomfortably large part in the problems of low income and relief families. Social workers need to know the limits of both landlord and tenants' rights and liabilities in advising their clients. They should know, in general, what is and what is not cause for eviction and what the tenant is required to do by law.

The field of personal contracts is one in which social workers ought to have some knowledge of the broad outlines of the laws involved. Though the social worker may not be called on to advise clients concerning installment contracts, wage assignment laws, money claims, personal injuries and other like problems, he should be able to recognize the existence of those problems, rights and liabilities which call for obtaining expert advice.

When Served with a Subpoena

Social workers often come up against their own or the agency's legal responsibility when he or she or the agency is served with a subpoena either to testify as a witness or to produce the records of the case. The first step in such cases is to consult an attorney because there are certain legal limits to the service of subpoenas which should be observed. If the agency or its workers has in its possession facts which have a direct bearing on the case and will aid the judge or jury in deciding the case, no attempt should be made to withhold these facts. Social workers all too frequently arrogate unto themselves the decision as to whether the judge is fit to be trusted with the facts. If, on the other hand, the subpoena is merely to facilitate what is known as a "fishing expedition" then by all means, the agency's lawyer should be consulted for help in avoiding any unnecessary divulgence of information.

WHENEVER A LEGAL PROBLEM ARISES, seek the advice of an attorney. Use a lawyer for the social agency as well as for the client—he can help the staff render better service. Explore the help to be gained from your nearest legal aid society for direct service to a client who is unable to pay for service. Where the client is able to pay a modest fee, consult your local bar association for referral to a lawyer.

Finally, in your cooperative dealings with lawyers, give them credit for the capacity to understand and sympathize with what you are trying to accomplish. It has always puzzled me to note the discrepancy between the infinite care and patience social workers use when handling a client and the lack of their fine techniques in their approach to others. Lawyers and social workers both have the job of helping people. Let's try to understand each other's services better.

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Overdue Blueprint

Last January President Truman asked Federal Security Administrator Oscar R. Ewing to "undertake a comprehensive study of the possibilities for raising health levels" in this country and to report those "feasible goals which might be realized by the American people in the next decade." Last month Mr. Ewing's report, "The Nation's Health, a Ten Year Program," was published in Washington, prefaced by acknowledgment of the work done in May by the National Health Assembly (see Survey Midmonthly, "Health for the Nation," June 1948). Your editors present here comments on the report by Dr. Edward S. Rogers, Dean of the School of Public Health, University of California, along with brief versions of nine "health goals" which are discussed in detail in the report itself.

This report, requested of Mr. Ewing by President Truman in January of this year, is an exceptional document. Containing 186 pages of well organized, splendidly printed, and appropriately illustrated material — charts and diagrams—it represents the most comprehensive discussion of this subject of which I am aware.

Granting that some individuals and some groups may not accept Mr. Ewing's recommendations, especially that of compulsory national health insurance, few are likely to question the value of this document or the importance of the clear challenge that it addresses to the American people: to take well considered and essential action to improve the nation's health. This challenge he presents repeatedly and well—sometimes with a new and forceful twist: "Even those areas where services are best can work some improvement through vigorous and coordinated local action."

Not content with just saying that something should be done, Mr. Ewing shows clearly what is needed and gives many useful guides as to how these needs can be met. He presents, in about as much detail as is possible at present, what he calls a "blueprint." And such a blueprint is long overdue!

I do not agree with all that Mr. Ewing says. My copy is full of marginal notations where I have questioned his use of data (unfortunately he does not document his statements), his logic or his suggested solutions. But he has gone out of his way to consider both sides of the principal issues and one must respect the honesty and objectivity of most of his conclusions.

Among these marginal comments, the notation, "best statement of its kind I've seen," appears at several points, interspersed by others that add up to the conclusion that Mr. Ewing's blueprint is not yet right for the local planning crew, though he makes much of the importance of these groups and their responsibility for action. However, as one among the many who long have been crying for a national blueprint, I am delighted to have this as a starting point. May it be widely read, may it serve as the medium for drawing together regional groups of the professions and interested citizens throughout the country to explore the next steps to be taken by each. The report is admirably suited to such purpose and should be so used!

It is most unfortunate that the time of publication is such that the report cannot escape the question of its political use. Whether its publication at such a time in an election year is by intent or accident does not alter its inherent value, and I would hazard a guess that no alert political strategist is going to risk making this subject a partisan issue. Rather, it would be wise to acknowledge, along with the rest of us, our indebtedness to Mr. Ewing, and to the National Health Assembly from which he derived much of his material, for a most significant contribution to the nation's future well-being.

EDWARD S. ROGERS, M.D.

Salient Points

As ways to work toward the "total goal" which is "to assure for every individual his utmost degree of health," the report, "The Nation's Health," recommends nine specific health goals:

"To increase our supplies of *medical manpower* . . . by expanding and establishing medical colleges, training schools and teaching hospitals" so that production of manpower will be forty to fifty percent more by 1960.

"To assure that there are enough *hospital beds* of all kinds everywhere . . . and to finance hospitals so that they may give the highest quality service . . . by adding 600,000 [beds] by 1960; by building . . . health and community centers . . . and by uniting hospitals and centers" to assure full service to remote regions.

"To assure that every individual without regard to his economic status has *full access to adequate medical services* for the prevention of illness, the care and relief of sickness and the promotion of a high level of physical and mental health."

"To focus attention on *mental health* as a leading area for medical progress in the last half of this century," promoting research and expanding facilities for preventive and curative work through federal assistance.

"To enable everyone in the nation to enjoy a healthy, active and productive maturity, by *controlling chronic diseases,*" and relieving other problems of adult life.

"To *rehabilitate* the 250,000 men and women . . . disabled through illness or injury every year," restoring them to as nearly normal life and work as possible.

"To assure to *every child* in the country *the utmost degree of health* . . . through a national plan that will build progressively toward complete medical care and social, psychological and health services for all children and mothers in childbirth."

"*Planning and action* in every community and state, directed toward providing the best possible health conditions for all their people, by assuring adequate local supply of needed services, and by organizing the local agencies of health . . . for the welfare of the community."

"To establish everywhere *local health units* with full time qualified staffs adequate to the needs of the population; to increase and improve the training of public health workers to the end that their numbers be doubled as rapidly as feasible."

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EPITOMES

JOURNAL OF
Social Casework
Formerly THE FAMILY

Helping People—The Growth of a Profession

Gordon Hamilton

In an article on "Human Principles," John F. Wharton said, "If we really want to eliminate war . . . our best hope probably lies with small, scattered groups who . . . are endeavoring to conduct 'pure research' into the nature of man. By 'pure research' I mean seeking after fundamental *principles,* rather than tangible results." I shall attempt to indicate what may be clues to such a principle in examining some of the concepts and methods of [social work], one of the oldest and newest professions, one that hopes and strives for the application of scientific knowledge and conscience in the task of trying to help one another.

The method of social casework, which is applied individual by individual and family by family, makes a not insignificant contribution to social welfare. One concept hangs upon another. *Any ability to help others effectively rests on respect for the human personality.* This means that workers do not impose upon the client their own goals or standards of behavior, but respect the client's right to be himself and make his own decisions. *Help is most effective if the recipient participates actively and responsibly in the process.* The greatest gift anyone can offer is to enable another to realize his own capacities for change and growth. Love is part of the dynamics of any real healing, but it must be a special sort of love—a disciplined concern, not indulgence for oneself. *Respect for others includes respect for their difference.* Help at its best accredits and builds positively on the richness of cultural variation, tries to break up derogatory stereotyping. *Self-awareness is essential in understanding others.*

There seems to be an important connection between the ability to accept others as they are, and being able to look inside oneself and face the goodness and badness there. If the social worker has warmth and a sincere desire to help, he can, in his training, learn to control his impulses wisely, but if he lacks this concern for others, he can never be trained for effective service. Not only greatly increased educational resources but research, to determine how to test and screen for the essential aptitudes, are urgently called for.—*Journal of Social Casework, October.*

Social Work
JOURNAL

The Economic Position of Social Workers in the United States

Ann W. Shyne

Social work salaries are at present a highly controversial topic. This article is an attempt to draw together such data as are available on current salaries.

[Table I shows salary ranges for local casework positions in New York City hospital work, December 1946; family service agencies, which had established salary ranges, January 1948; Veterans Administration and American National Red Cross, December 1946.] One may regard as roughly indicative of beginning salaries in the first two fields at the opening of 1948 the figure of $2,400 for the fully trained but inexperienced caseworker, $3,300 for casework supervisor, and $4,000 for executive. Salary scales for VA and ARC for beginning caseworker are considerably higher.

A report of the New York State Department of Civil Service issued on January, 1947, on beginning salaries for casework positions in New York and certain comparable states, [shows that] the New York State salary and that for other states in the study, are similar to those for family service agencies and hospitals.

In many states, professional training is not required for social work positions. A study in 1947 of announcements of state civil service examinations, showed that graduate training was infrequently required for "caseworker" though more often for "child welfare worker" or "medical social worker." When the positions were graded according to level of responsibility, the median beginning salary for the lowest grade of social worker was reported as $1,740, for the middle grade, $2,250, and for the top grade, $2,750. Beginning salaries for the lowest grade of child welfare worker varied from $1,710 to $2,820, and for the lower grade of medical social worker, from $1,800 to $3,360.

In local public assistance offices early in 1946, the median salary of directors was $2,220.

While one cannot, from these scattered data, derive a very clear idea of salary distribution, the evidence does seem to indicate that salaries in the profession are generally insufficient to maintain a satisfactory level of living for a family.—*Social Work Journal, October.*

PUBLIC WELFARE

". . . And Must Not Have Transferred Property"

Ethel Griffing

Since the beginning of the public assistance program, public welfare administrators and their staffs have had difficulty with transfers of property by applicants or recipients. The following paper attempts to tell what one state is doing in this area.

The Kansas Welfare Act provides as one of the conditions of eligibility for OAA that an applicant must not have "made an assignment or transfer of property for the purpose of rendering himself eligible for assistance . . . within two years immediately prior to filing application." This provision does not apply as a factor of continuing eligibility except in determination of need.

The question arises again when a review is made of the recipient's continued eligibility. It frequently becomes difficult for the public to see that a

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change in need may be brought about by a transfer of property. Also, many emotional elements may be involved, and the decision complicated by them. [The client's] feeling about "grant money" may be entirely different from his feeling about "personal" property he was allowed to keep at the time of application.

It is suggested that there be joint evaluation on the part of the client and the agency as plans and decisions are evolved. When the decision is reached by a process in which the person and the department participated throughout, the result is more likely to be mutually understood and accepted.—*Public Welfare, October.*

Journal of Psychiatric Social Work

Recent Developments in Treatment in Mental Hospitals

Ethel B. Bellsmith

Many of you, familiar with the flood of books and articles allegedly presenting the current situation in state mental hospitals, must have wondered whether any good thing takes place there. It is therefore timely to report recent developments and programs currently in effect. All the methods of tratment discussed are available in a few hospitals, some in all.

One of the most difficult problems is the ever-increasing number of elderly patients. The high number has focused attention on the need for more selective care, and they are usually placed in separate wards away from the more active patients. Four factors are emphasized: a permissive attitude and an interest in making the patient comfortable; immediate treatment of any medical problem; realistic goals for improvement; early return to community care.

Possibly the most discouraging cases up to 1938 [were] patients with tuberculosis. Treatment consisted of bed rest, nursing care and diet, in custodial buildings. A radical change in program was based on the development of a more hopeful view of mental illness and realization of the extent of the problem as a result of a periodic mass X-ray initiated in 1938. The construction of specially planned buildings followed, together with the introduction of the newest equipment and surgical methods. Medical opinion had been opposed to the use of fever therapy in cases of tuberculosis, and it was feared that shock treatment would accelerate the tubercular process. However, it has been demonstrated that fever therapy and penicillin can be used effectively in the treatment of a patient with both tuberculosis and general paralysis. Electric shock has been used in selected cases in which the tubercular process is apparently healed or arrested, with concomitant improvement mentally and physically.

[In] the treatment of general paralysis of the insane, the length of treatment has been materially decreased by the use of malaria, fever therapy, and penicillin. Electric shock, introduced in 1942, has superseded the use of metrazol. It has been found helpful in cases of involutional melancholia, catatonia, and depressed types of manic depressive psychosis. Insulin therapy has been found useful with paranoid and hebephrenic types of schizophrenic patients. The operation of leucotomy is being used successfully in [some] cases. Selected cases of alcoholism have been greatly helped by Alcoholics Anonymous.

For many years occupational therapy has been a valuable adjunct of medicine in general and mental hospitals. Recently classes and work shops have been organized with emphasis on the value to the patient of appropriate training to be used in gainful employment on leaving the hospital. Various types of recreation had been used to some extent for many years. The value of a well-rounded program was demonstrated anew by the American Red Cross in establishing recreational programs of all types in military hospitals.

Social service has been available to patients in mental hospitals in New York State since 1906. As the need for a program of continuous services became apparent, emphasis changed from one of merely parole follow-up to appropriate service from the time of admission to discharge.—*Journal of Psychiatric Social Work, Summer.*

AMERICAN JOURNAL OF

PUBLIC HEALTH

and THE NATION'S HEALTH

Results and Problems after Four Years of a Conservation of Hearing Program

Dr. William R. Willard and Dr. Donald F. Proctor

In February, 1943, a program for the prevention of deafness in children was started in Washington County, Md., the first program of its kind, financed by the U. S. Children's Bureau and conducted by the health department.

The following services were provided: case finding; a clinic for diagnostic ear, nose, and throat work, and radium treatment of adenoid tissue; public health nursing service; hospital, surgeon, and anesthetist services and hearing aids for those unable to pay.

Cases were obtained by referrals from teachers, nurses, and private physicians, and testing of school children. The clinic was staffed by the clinician [from the Johns Hopkins Hospital and Medical School], medical stenographer, nurse, and audiometric technician. Whereas only 28.6 percent of 433 patients were found to have normal hearing on the initial examination, 63 percent were normal on the final audiograph.

In reviewing the program, administrative recommendations [included the following]: Teachers should be given a better understanding of the program. The services of a medical social worker, services equivalent to that of a full time public health nurse, and general medical supervision of all patients, should be provided. An active advisory committee should be developed. The policy of fees for service should be reexamined. The most conspicuous gap is rehabilitation, especially speech reading.—*American Journal of Public Health, October.*

Channels

The American people may be treated to some real education about group work if the mass media decide to follow through on their early interest in the seven German youth leaders, brought here at the request of the Military Government in Germany under the auspices of the youth division of the National Social Welfare Assembly, to study democratic methods and bring them back home for application.

Two weeks ago the assembly introduced these students at a luncheon for newspaper, magazine and radio people, some of whom made plans for features. When and if these appear, they are bound to emphasize the philosophy of group work and the influence it can have on the character of a whole generation. Seen from this angle, familiar American agencies may take on a different aspect.—*Channels, October 1.*

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Congress on Mental Health

Establishment of the World Federation for Mental Health "to promote among all peoples the highest possible level of mental health," climaxed the International Congress on Mental Health held in London August 11 to 21. The new federation, to replace on a much wider basis, the International Committee for Mental Hygiene, will carry forward the mental health movement through an international network of discussion groups.

The congress itself, in which over 2,000 psychiatrists, sociologists, social workers, anthropologists, and representatives of related professions from fifty-four nations, joined forces to grapple with the worldwide problems implicit in the congress theme of "Mental Health and World Citizenship," was a "remarkable example of real democratic process," reports Mildred Beck, assistant executive secretary of the New York Mental Hygiene Committee, State Charities Aid Association.

Representing a diversity of customs, cultures, and languages, often holding very different concepts of the same technical terms, the participants courageously undertook to reach a common understanding in order to find ways in which the people of the world can live harmoniously with each other and above all with themselves. The obstacles to agreement on even basic terms were strikingly apparent, reports Albert Deutsch in the *New York Star*. For instance, some delegates used the term sex in a narrow biological sense, while many followers of Freud interpreted it as encompassing nearly all of human behavior.

One major disappointment was the decision of the Soviet Union not to send delegates to the congress. However, a full report of the proceedings and an invitation to join the federation were forwarded to the Soviet Academy of Science at the close of the session.

The work of the congress was carried on in three major conferences: the International Conference on Child Psychiatry, the International Conference on Medical Psychotherapy, and the International Conference on Mental Hygiene. Participants and observers report that extremely valuable work also was done in small informal meetings where people holding comparable jobs in different countries were able to get together for the first time to work on common problems and learn from each other.

Federation

At its first meeting, the World Federation for Mental Health drafted plans for setting up an international network of study commissions on a permanent basis to work toward international understanding. A substantial number of the 300 multi-discipline study commissions which prepared material for the congress are planning to continue their work under the auspices of the federation, and many new ones will be set up.

It is expected that the federation will be recognized as an affiliated agency of the World Health Organization and UNESCO. The federation will seek, according to its by-laws, to support and cooperate with WHO, UNESCO, and other UN agencies; to master the ability to live harmoniously in a changing environment; to promote and conduct research, surveys, and demonstrations in the field of mental health, and to provide information, counsel, and assistance in this field; to help develop an informed public opinion on matters of mental health, and to act as a clearing house for information.

Mental health societies of twenty-one nations are charter members of the federation. Membership will be extended to any national or other organization concerned with mental hygiene, from any nation eligible for membership in UN or its agencies. Dr. John R. Rees, British psychiatrist, was elected president of the new federation. Dr. George S. Stevenson, medical director of the National Committee for Mental Hygiene, will represent the United States on the federation's executive committee. The next session of the federation will be held next summer in Geneva, which city may become its permanent headquarters.

Mental Health and War

Speaking before a plenary session of the International Conference on Mental Hygiene, Dr. Carl Binger, associate professor of clinical psychiatry, Cornell University, declared that "the prevention of war should be our first and our chief concern." Warning that "there is much evidence for believing that individuals or groups, holding some special political or economic power, lay plans for war well in advance of the event," he declared that "we medical and social scientists, who specialize in the study of man and his relationships, must marshal all our knowledge and our best intelligence to grapple with the problem of how to prevent war; how to wall off the source of infection emanating from power groups; how to interfere at every possible point with its spread; how to build men and women who can resist these infections.

"We must use our psychological insights to persuade statesmen and politicians to give us a hearing and act on our findings. They would not think of trying to wage wars without the help of scientists—physical, medical, and even social and psychological—but they manage to get into wars which these same scientists might enable them to prevent."

Cross-Fertilization

The congress provided an opportunity for "cross-fertilization" between psychiatrists and social scientists with inestimable value to both, Lawrence K. Frank, director of the Caroline Zachry Institute of Human Development in New York City, reported in his summary statement at the final session of the congress.

Urging continued cross-fertilization of this kind looking toward the goal of a blended concept of man, he pointed out that in the past "it has been difficult for most social scientists to see how the careful study of personal developments and personality deviations could be useful to the economist, political scientists, sociologist, and lawyer. It has also been difficult for the psychologist, and especially the psycho-

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analyst, to find in economic, political, and social theory much of relevance to their problems and tasks. Psychiatrists, lacking the necessary awareness of the social and cultural context, have often failed to recognize in the conflicts and disorders of their patients the symptoms of a sick and disorderly group life—of disintegrating cultural traditions and destructive or self-defeating social practices and institutions."

Delegates who had been working among the millions of Europe's displaced persons called for the enlistment of all groups working for social welfare in the program for world mental health. They warned that immediate pressing problems of food, housing and education must not be overlooked if peace is to be achieved.

Social Change

Stating the goal of the congress as the promotion of "more harmonious interpersonal relationships within a family group" and thereby through all society, Dr. D. R. MacCalman, professor of mental health, University of Aberdeen, recommended to the delegates a study of "what indirect methods we can usefully employ to influence the behavior of society as a whole," and "what direct methods there are of resolving aggression within the family."

The direct method of influencing people, which "operates in the immediate environment and is identified with the person who exercises it," has in his opinion "a large part to play in the slow process through which the instinctual urges and aggressive tendencies have to evolve." People are also influenced indirectly, according to Dr. MacCalman, by the structure of their community life, by membership in associations which cut across community and in some cases national life, social mechanisms such as competition, and the "situations" in which they find themselves. In attempting to influence people through such indirect controls, Dr. MacCalman warned, however, that "at all costs we must avoid the pitfall of regarding indirect mechanisms as methods which can be suddenly thrust upon humanity. Rather we must think of them as affecting a gradual change in the thought, feeling and behavior of the individual."

Much human behavior grows out of unconscious traditions rooted in the past, he declared. These traditions, often rife with superstition and productive of distorted minds, are difficult to destroy and hard to replace by other values. "Wise reform," he warned, "can take place only if the harmful elements are removed slowly, while the beneficial customs and archetypes are retained."

In this vein, Margaret Mead, associate curator of ethnology, American Museum of Natural History, urged a careful consideration of the widely varying character structures of peoples in planning for mental health on a world scale. Illustrating her theme with a discussion of the widely different ways in which nationalities experience guilt, she declared that unless recognition is given to the "differences in character structures associated with different kinds of social arrangements, family structure and political forms and practices . . . there is danger that the precise and accurate application of the findings based on the character structure of patients from one culture or one social stratum or religious background may lead to social recommendations which . . . may actually be destructive in other societies." For instance, she pointed out that the typical Japanese experiences guilt largely as a result of betrayal of the social group while the Englishman is trained to feel more individual responsibility for his relationship to what his government does. In times of social upheaval or revolution, she warned, strong unconscious elements sometimes come into play, and may find expression in such group phenomenon as the scapegoating of a minority group.

Family Life in Transition

Delegates expressed diverse views as to how to cope with the growing problem of marital disharmony, now manifest the world over. The majority advocated increasing social support for the family unit, although some delegates went so far as to question the value of the family in modern society. A careful reexamination of the family structure as it is known in western Europe and here was recommended to determine which elements are sound and which should be discarded.

The marriage breakdown rate in some countries is now 25 percent, Dr. E. F. Griffiths of the Marriage Guidance Council of Great Britain reported. In Great Britain it is now 20 percent. Premarital pregnancy, illegitimacy, illegal operations, and venereal diseases are all on the increase there, he said. Principal causes of the weakening of the family unit, in his opinion, include the current economic insecurity, materialism, the shifting social pattern, and ignorance.

Dr. MacCalman stressed the value of the family unit as "a medium in which intense interpersonal relationships can be tried out." Since "aggressive tendencies, which appear to be the inevitable result of early development, or an innate part of human nature, can best be transmuted against a background of stable affection," he urged that people trained in mental health make a determined effort "to give parents some knowledge and insight of the fundamental needs of small children." He added that "if aggression is not thus absorbed and controlled in early life, any later attempt proves difficult and costly."

He cited as an example of a harmful family situation the attempt by some authoritarian parents to instill a preconceived set of habits, attitudes, and qualities in their children. If such a parent is successful, he said, there will be little conflict in the home, but the children will grow up "incapable of independent judgment or spontaneous cooperation."

Urging cooperation on the part of professional and lay workers in the dissemination of knowledge about mental hygiene principles, he reported that "even the worst of the bad parents whom we meet in Child Guidance Clinics responds to careful influence," adding that "there is much evidence to show that a bad parent is better than none at all . . . The disastrous results of separation from the mother at early age and institutional care in her stead is one of the few points which have been corroborated by objective scientific methods."

Similarly, Professor J. C. Flugel of University College, London, called upon doctors to "share with others what was formerly regarded as their own exclusive province. . . . A new sense of responsibility for mental health considerations on the part of many others, for instance architects, policemen . . . income tax officials as well as the more obvious professions" is urgently needed, he declared.

The Unmarried Mother

Professor Torgny Segerstadt, University of Upsala, Sweden, pleaded for a more tolerant attitude toward the unmarried mother. He advocated the legal sanctioning of unmarried motherhood, as in Sweden.

"It is obvious," he said, "that the high abortion rate arises largely from

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public hostility toward an unmarried mother and a sense of guilt created in her by that attitude." Moreover, attitudes of moral indignation against the unmarried mother, more rarely against the father, "are often transferred to the child, who is regarded as having less value than a child born in wedlock. Were these attitudes changed, I'm convinced that the number of abortions would drop."

Mental Illness in Industry

The rapid spread of mental illness was attributed mainly to erratic industrialization, by Dr. T. Ferguson Rodger, professor of psychiatry at the University of Glasgow. He cited for illustration a recent survey of neurosis in British industry which showed an "appalling" loss of man-hours arising from such factors as poor labor-management relations and loss of incentive to work.

Declared Dr. J. Koekebaker, head of the mental health division at Leyden Institute for Preventive Medicine in the Netherlands: "Most current difficulties in industrial human relations are caused by the fact that the industrial social structure has not kept pace with a rapidly changing society. The industrial worker living in his democratic society, where he may vote and where he has a responsible role in the activities of several groups outside industry, gets embarrassed about the situation in his plant, where he has hardly any responsible share in the organization. . . . Industry could make fruitful contributions to a better society by allowing more democracy through sharing responsibilities with the workers."

As an example of labor-management relations making for mental hygiene, Dr. Koekebaker mentioned the French community of Boimondeau, "where management and labor study market conditions together and plan fair distribution, profits, wages and work."

Participants agreed that much emotional instability is due to the paradoxical situation in which children of democratic countries find themselves, when after an education in democratic principles they are thrust into virtually totalitarian employment under a tyrannical boss, reported Albert Deutsch. Increasing industrialization, declared Dr. Rodger is releasing aggressive impulses which "reach back to barbarism and provide a destructive energy which, charging every political action, renders constructive cooperation less and less possible. Our only hope lies in establishing conditions which will create fresh possibilities of cooperative group life."

In the Classroom

Orientation of teachers in basic principles of mental hygiene to help them cope with daily problems in the classroom, was urged by several delegates in the conference on child psychiatry, it was reported. Dr. Alice-Marie la Porta, director of the College Marie-Jose in Belgium, urged the use of psychiatric social workers in every school.

Many of today's teachers, she warned, are themselves neurotics, ill from overwork, often frustrated, and unfit to help solve children's problems. Bearing out her contention, Dr. Gordon Stephens, chief psychiatric consultant of the Child Guidance Clinic in Winnipeg, Canada, referred, in a paper read for him, to a study of the mental health of 100 teachers. One-sixth of these teachers were found to be in need of psychiatric advice; one-third to one-half had taken lengthy absences due to mental difficulties; several teachers in one large school system were definitely psychotic. Dr. Stephens commented that some of the greatest potentialities for world security lie in the world's educational systems, but few educators have learned how to apply the resources of science to human behavior.

A combination of dull schools and exciting movies is creating "aggressivity" in children, according to Dr. La Porta. "American films particularly, give a wrong impression of life, with a false glamour of luxury, emphasis placed on deep romanticism, the often cruel and brutal adolescents being exalted as independent and free." If a generation is allowed to grow up afflicted with film-bred "aggressivity," she warned, "we can never hope for peace in the future."

Mailbag Roundup

The Juvenile Code Commission of Kansas, which was granted an appropriation by the 1947 state legislature to study needed changes in state laws pertaining to children, will urge sweeping legal revisions in its report to the 1949 session. The commission, which has been working closely with the Kansas Council of Children, will recommend complete revision of statutes relating to juvenile courts, adoptions, birth certificates, child labor, and licensing of boarding homes. Also under consideration is a new vocational training school, neither penal nor custodial.

The council, a voluntary, non-profit organization set up in 1942 as an outgrowth of the 1940 White House Conference on Children in a Democracy, to coordinate work on behalf of children in this state, will map out plans for forwarding the 1949 legislative program at its annual meeting October 29th. More than sixty of its affiliated organizations will send representatives to this meeting.

In its six years of operation, the council has chalked up significant gains. It was instrumental in the creation of the commission and the establishment of a children's receiving home for the diagnosis and treatment of children with behavior problems, and has given active assistance in setting up speech corrective services and in revising the administration of various children's custodial homes. — *Information from* SURVEY *correspondent Lois Schmidt, State Department of Social Welfare of Kansas.*

Care, Not Punishment

A new law in Massachusetts revolutionizes the state program for the handling of delinquent children. Under the measure, which implements the recommendations of a special legislative commission set up in 1947 to study delinquency control in this state [see THE SURVEY, June 1948, page 214], child offenders will be committed by the courts to a Youth Service Board which will have final authority for their rehabilitation, instead of to specific institutions. This board also will be responsible for the development of community programs designed to prevent delinquency.

The rehabilitative program will include careful diagnostic study by a team of specialists and assignment to the program best fitted for the needs of the individual child, whether training program, foster home or special institution, for the length of time considered most helpful to the child. All training schools have been placed under the authority of the board.

Members of the board, to consist of a chairman and two others, will be appointed by the governor from a list supplied by the Advisory Committee on Service to Youth recently established

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under the measure. Candidates may come from any state, but since the job entails responsibility for proving that delinquency is not a punitive but a preventive and corrective problem, requirements are high. Candidates, who may be men or women, must have extensive experience in education, law or medicine, institutional administration, and the study and treatment of children. They must understand the facilities existing in Massachusetts and how to utilize them.

Salaries have been set at $9,000 for the chairman of the board, and $8,000 for the other two members. Terms of office will be five-year, but the first appointments will be for three, four and five years in order to stagger terms of service.

The new program, according to a statement from the advisory committee of which Katherine R. Driscoll of West Roxbury is chairman, is based on the belief "that the individual child, no matter how handicapped by original endowment or debasing experience, is precious and deserves the best that warm human understanding and modern techniques can provide."—*Information from Rose Weston Bull, Greater Boston Community Council.*

Lobbyists for Children

The American Parents Committee, established less than two years ago to work for federal legislation beneficial to children, has made significant progress. The committee is the only organization maintaining full time professional lobbyists in Washington solely in the interests of children.

In the face of political division and a Congress preoccupied with international and military affairs, the committee has chalked up several gains. Its support helped halt a steady trend toward reductions in the budget of the U. S. Children's Bureau. The committee also supported a request for an increase of about $50,000 to enable the bureau to set up a national clearinghouse on child life research. [See THE SURVEY, December 1947, page 350.] Although this request was denied, the bureau has used existing funds to set up a new unit to clear information on child research. The committee has drafted a comprehensive National Child Research Institute bill, to be introduced in the 81st Congress, which would set up an institute similar to the National Institute of Health, under the administration of the bureau.

In cooperation with the National Education Association and approximately forty national lay organizations, the committee fought off crippling amendments to the federal aid to education bill and brought it nearer to passage than ever before. The bill, which would appropriate $300,000,000 toward current maintenance of elementary and secondary schools, passed the Senate but failed to come up for vote in the House. The committee will continue its support of this bill in the 81st Congress. It is also drafting a companion measure, to be known as the School Construction Bill, which would provide an appropriation of $250,000,000 a year to assist with school building and modernization. Active support from the committee helped stave off a congressional threat to withdraw federal support from the national school lunch program.

The National School Health Services bill which had favorable hearings in both houses but failed to come up for a vote, was drafted by the committee. This measure would appropriate $10,000,000 for assistance to the states in conducting school health examinations and treatment of remediable defects. An alternative proposal from the committee for provision of aid for school health services by amendment of Title V of the Social Security Act, has received favorable attention from five ranking members of the Senate Finance Committee. The inclusion of references to child welfare, health and education in both Republican and Democratic party platforms also was due largely to the committee.—*Information from George J. Hecht, The American Parents Committee, 52 Vanderbilt Avenue, New York 17.*

In-service Training

In Washington, D. C., the Industrial Home School has set up an in-service training program drawing on the specialized experience of staff members of the Board of Public Welfare and other public and private agencies in the District. The program, which was started last month and will continue for eight months, was organized by Gerard Shea, superintendent of the school.

The school, which is facing difficult problems, provides group care for white wards of the Board of Public Welfare, when such treatment is indicated. Also, in another institution, the school staff cares for children who have become wards of the board because of broken home situations. The program is designed to give the staff additional training in the techniques of this and related fields.

The program will include lectures by John W. Tramburg, director of welfare, Captain William Murphy of the juvenile bureau, metropolitan police department, and Genevieve Gebower, director of the Children's Protective Association. Mr. Tramburg has expressed the hope that this program will be followed by similar ones throughout the welfare services in the District.—*From* SURVEY *correspondent Mamie L. Mizen, District of Columbia Board of Public Welfare.*

From Michigan

The dangers of venereal diseases were successfully impressed upon many people in Michigan this summer through sideshows set up at county fairs by the Bureau of Venereal Disease Control, Michigan Department of Health. Vociferous barkers and signs reading "The Undiscovered" and "Forbidden Facts Revealed" attracted many fair visitors to an exhibit and showing of the movie "Know for Sure" prepared by the U. S. Public Health Service.

The show was designed to appeal to young farm and industrial workers. This group, in which the majority of cases of venereal disease occur, is difficult to reach by such ordinary educational media as health meetings, pamphlets, and health articles.

The department has undertaken a study of the causes of premature birth, the leading cause of infant mortality in this state last year. Birth certificates which must be filed with the department, now include a new item, weight of the child at birth. Children weighing under five and a half pounds at birth will be considered premature. A constructive campaign, to eliminate the causes of prematurity, will be conducted on the basis of this study.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

Looking Ahead

The annual meeting of the American Public Welfare Association will be held in Chicago December 9-11.

The National Society for Crippled Children and Adults will hold its annual meeting in Chicago at the La Salle Hotel, November 15-17.

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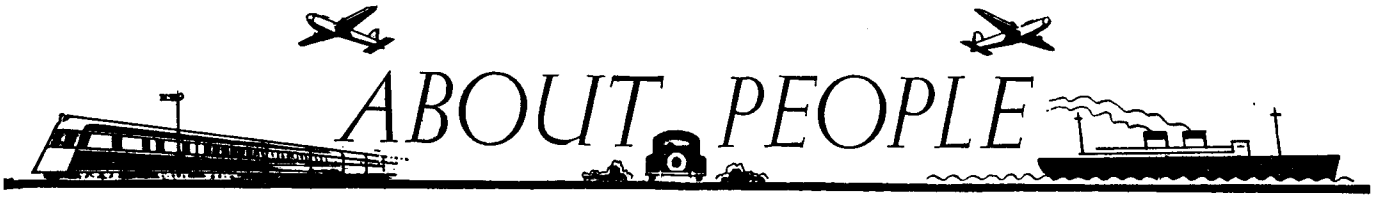

The State Department announces the appointment of *Evelyn Hersey* as social welfare attaché in the American Embassy at New Delhi, India. Miss Hersey served most recently as assistant to the U. S. Commissioner of Immigration and Naturalization and earlier as service director, American Committee for Christian Refugees. The department, which earlier in the year appointed *Irving J. Fasteau* to the Paris Embassy (see THE SURVEY, April 1948, page 131) has announced that it will make no further appointments under this program during the coming year.

Dr. John P. Hubbard, who has been directing a nationwide study of child health services for the American Academy of Pediatrics, has been appointed assistant professor of pediatrics at the University of Pennsylvania School of Medicine. He will also direct the academy's nationwide program for the improvement of child health as well as a statewide teaching program on rheumatic fever under the auspices of the State Health Department.

New executive director of the Alexandria (Va.) Community Chest and Council of Social Agencies is *E. Austin Thompson.* His former experience includes work with the American National Red Cross and UNRRA.

Carl H. Schmitt has been named director of the Delaware County (Pa.) District Health and Welfare Council. He was previously a field representative with the Federal Security Agency.

The University of Pittsburgh School of Social Work has appointed *Isabell Stamn* as assistant professor of social casework. Miss Stamn served previously with the Family Society of Allegheny County, Pa., as visitor and assistant district secretary.

Austin Welch, former assistant director of the community facilities program, National Federal Public Housing Agency, is now serving with the Military Government in Germany as chief of the youth activities branch, educational and cultural affairs division of Greater Hesse.

New superintendent of the South Dakota State Board of Health is *Dr. Gerald J. Van Heuvelen* of Pierre, S. D. He succeeds *Dr. Gilbert Cottam,* who has retired.

Cordelia Cox, formerly casework professor in the Richmond School of Social Work, College of William and Mary, is now consultant for the division of welfare of the National Lutheran Council in New York City.

The Kansas State Department of Social Welfare has announced several recent appointments. *Mary Maud Read,* formerly field representative with the department, is now assistant supervisor of field services in the division of public assistance. *Freda Burnside,* who served formerly with the Oklahoma Department of Public Welfare, has been named consultant in the division of child welfare.

Sarah Riley has been appointed assistant director of the public assistance division. *Ruth Laing,* former welfare director of Marshall County in this state, and *Orval M. Reece,* previously director of the Phillips County welfare department, have been named field representatives in the public assistance division.

The Virginia Department of Health has named *Hazel Higbee* as director of the bureau of public health nursing. She was formerly professor of public health nursing at the Medical College of Virginia.

Paul D. Jones has been appointed field organizer with the United Health and Welfare Fund of Michigan. He was formerly secretary of the County Division of the Greater St. Louis (Mo.) Community Chest.

E. Preston Sharp has resigned as director of the bureau of community work, Pennsylvania Department of Welfare, to become chief of the division of training schools in the Maryland Department of Public Welfare. Succeeding him at the bureau is *Ira J. Mills,* formerly educational director at Eastern Penitentiary in that state.

Boy Scouts of America has named *Arthur A. Shuck* as chief scout executive, replacing the late *James E. West.* Mr. Shuck, who has served with this organization for thirty-five years, was previously scout executive of the Los Angeles Area Council of the Boy Scouts of America.

The Right Rev. Msgr. Nicholas H. Wegner, chancellor of the Omaha Archdiocese, has been named director of Boys Town in Omaha, succeeding the late *Right Rev. Msgr. Edward J. Flanagan.*

New director of the Child and Family Service of Lima, Ohio, is *Grace Saltzgabor.*

Robert C. Goodwin has been named to head the Bureau of Employment Security of the Federal Security Agency. Mr. Goodwin was previously director of the U. S. Employment Service which became part of the bureau on July 1.

New executive director of the Quincy (Mass.) Community Chest and Council of Social Agencies is *Edward S. Corrigan,* who served previously as executive secretary.

John W. Ballew has been appointed director of the public assistance division, Cook County bureau of public welfare, replacing *Stephen J. Green* who resigned last spring to become chief of the division of field services, Illinois Public Aid Commission. Mr. Ballew was previously director of welfare in St. Louis, Mo.

Honors

To *Arlien Johnson,* dean, Graduate School of Social Work, University of Southern California, for her professional contributions to social work and "the quality of her leadership," the Executive Award from the Koshland Award Committee of the California Association for Social Welfare . . . To *Nina T. Esterbrooks,* public assistance worker, San Bernardino County welfare department, for "her outstanding pioneering work in and contribution to the prevention of blindness program in California," the Practitioner Award from the same committee.

Correction

Edward C. Harold, who has received the designation as Knight of the Order of Orange-Nassau for his work with the National Catholic Welfare Conference-War Relief Services, is a member of the faculty of the School of Social Service, Saint Louis University, not of the School of Social Service Administration, University of Chicago, as we erroneously reported last month.

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BOOK REVIEWS

THE PRACTICE OF GROUP THERAPY, edited by S. R. Slavson. International Universities Press. $5.

GROUP THERAPY ACHIEVED A CERtain prominence in connection with the psychiatric experiences of World War II. What is perhaps not so well known is that it had been undergoing gradual exploration for some years before the war, thanks to the work of Schilder, Slavson, and others.

S. R. Slavson and his co-contributors have given us an interesting picture of the practice of group therapy today which avoids, for the most part, the pitfall of overenthusiasm. The first chapter and the introductions of some other chapters present pertinent factual and theoretical material to help the lay reader, and others follow the case material. Mr. Slavson has correctly stressed that the four chapters dealing with the more detailed case presentations were of particular importance. However, this reviewer feels that this case material was not entirely successfully presented. It was not detailed enough for the experienced psychiatrist or psychoanalyst and perhaps a little too detailed for other readers.

Dr. N. D. C. Lewis, in his foreword, appropriately notes that group psychotherapy is basically a special application of the principles of individual treatment to two or more persons simultaneously. Various authors in the book, either directly or indirectly, indicated their indebtedness to Freud and his findings from individual treatment. Comparison between psychoanalysis and group therapy gives rise to many interesting points. However, this reviewer cannot agree with Ackerman, who referred to the analyst in the psychoanalytic treatment situation as only a "symbol of reality." This point of view seems to overlook the fact that the patient reacts to the analyst not only as a symbol of reality but as a real person in a real world.

In a general way one gains the impression from the book that the group therapy situation is a vital one and capable of therapeutic manipulation. This is also the impression of a number of experienced psychiatrists. Furthermore, it is impressive to note the favorable effects of group therapy with some very difficult cases which were practically inaccessible to individual therapy.

This book can be recommended to all interested readers as a good survey of group psychotherapy today. It is also a good example of the increasingly fruitful collaboration that is taking place among psychologists, social workers and psychiatrists.

Boston LEO BERMAN, M. D.

DEVELOPING YOUR CHILD'S PERSONALITY, by Gelolo McHugh. Appleton-Century. $2.75.

THERE ARE MANY GOOD BOOKS FOR parents, but here is one especially addressed to the father and mother who are having their first baby. The author is a psychologist with a Ph.D. degree from Columbia University, and his professional knowledge and competency are obvious to any professional reader. He writes clearly in nontechnical language that any intelligent parent can genuinely enjoy reading.

Outstanding sections of this book are the first four chapters which the author devotes to pre-parenthood. Few writers have succeeded so well in conveying to readers the tremendous importance of pre-parental and parental attitudes.

Mr. McHugh, of course, repudiates old superstitious beliefs about unborn children being physically marked or changed in appearance by the emotions that their mothers experienced while carrying them, but he points out that there is scientific evidence indicating that the mother's mental and emotional conditions during pregnancy are important for the same reasons that proper foods and the avoidance of extreme fatigue for mothers are important for the welfare of the baby soon to be born. He stresses the fact that the mother's emotional condition affects the baby's psychological growth after birth more directly than before.

Another excellent chapter is the last, "Preparing for the Second Child." With all that has been published on this challenging topic of trying to avoid jealous feelings in a young first child when a new brother or sister enters upon the scene, this reviewer has seen few, if any, writings that reveal such depths of understanding combined with equally practical, specific suggestions as to what to do when a second child is to be added to the family.

While the values of these first and last chapters have been especially stressed here because they are unusually helpful to new, young parents, the eight chapters which deal with how to train the first baby in fundamental habits and attitudes are also very good. They reveal that same rare combination of profound understanding with practical, specific suggestions for dealing with everyday situations mentioned by this reviewer in regard to the final chapter of the book.

Director ETHEL KAWIN
Preschool Study Course, National Parent-Teacher Magazine

STUDIES OF CHILDREN, edited by Gladys Meyer with an introduction by Dorothy Hutchinson. King's Crown Press. $2.50.

"STUDIES OF CHILDREN," A GROUP OF eight studies, written by students from the New York School of Social Work as their professional projects, makes available direct observations of children's problems. These studies are written in an exploratory manner with the freshness and enthusiasm of the new professional, and should be interesting to all people who seek to enlarge their understanding of children, and who wish to know how parents and children can be helped to meet the conflicts and struggles of childhood's growth and how community resources can contribute.

The first four studies are published in full and the chief findings of four others are included in abstract with illustrative case material. The authors, in seven of the eight studies, had direct contact with the parents, children, or foster parents about whom they have written. The settings include a municipal health center, a private school, foster care and adoption agencies, children's court, a day nursery, and a children's protective agency.

The interesting predominant theme of these studies is the problems of children as they are directly related with the problems of their parents. The emotional and cultural pressures, the insecurity or immaturity of parents,

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their fears and struggles, are directly reflected in their dealings with their children and in the children's subsequent behavior. The material covers the problems of a wide stratum of society and indicates that the parents' inner difficulties are not necessarily determined by their economic or educational level. Some of the studies contribute to one's understanding of children's feelings and to the direct or indirect way in which they communicate their feelings.

"Studies of Children" indicate the wealth of material to be gained from the "children's field, heretofore unpresented. This book is to be highly recommended to those professionals working with children and parents.

MARJORIE A. HOLDEN
Chief Psychiatric Social Worker
The Guidance Centre, Brooklyn
Juvenile Protective Association

PROBLEMS OF HOSPITAL ADMINISTRATION, by Charles E. Prall. Physicians' Record Company, Chicago. $2.

A STUDY OF HOSPITAL ADMINISTRATION, by Frank Hart and A. J. Waldegrave. Stevens and Sons, Ltd., London. Fifteen shillings.

IT HAS BEEN A MATTER OF CONCERN to leaders in the field of hospital administration that executives charged with the responsibility of directing complex institutions which are vital to the health and well-being of the country, have had little opportunity to secure formal training for their tasks. The American College of Hospital Administrators and the American Hospital Association therefore established, three years ago, a Joint Commission on Education, to develop guiding principles on which curricula of training in hospital administration at graduate university level could be based. The W. K. Kellogg Foundation sponsored the work of the commission.

"Problems of Hospital Administration" is the report of a field study conducted by the Joint Commission on Education to uncover common groups of problems which hospital administrators must solve in the course of their work, and which therefore might well be included in formal courses of training. One hundred administrators who were known to be superior in performance of their jobs, as well as articulate about their problems and methods of procedure, were interviewed. Fifty-five were laymen; the others had training as physicians, nurses, nuns, or clergymen before entering the field of hospital administation. They represented hospitals which vary by geographical location, size, activities, and type of institutional control. Typical interviews yielded four to six major problems of concern to the administrator.

Classification of the material, which was recorded by Sound Scriber and by written notes, indicated that ten principal categories recurred as problems of hospital administration. Most frequent were those connected with working with the medical staff; personnel management; relations with department heads; medical care (including extension of type of service); business and financial management; and community relations. Surprisingly, problems connected with the governing board were far down on the list.

"Problems of Hospital Administration" does much more than develop guides for such curricula. It furnishes convincing evidence of the varying, complex, and sometimes insoluble, problems which are faced by the administrator, and it illustrates a valuable technique for job analyses at the chief executive level, which can be used advantageously by other professional groups in analyzing the work pattern of their own executive posts.

✦ ✦ ✦

The National Health Service Act in Britain has been widely publicized because of the bitter battle waged against it for nearly two years by the British medical profession. The law has also wrought fundamental changes in Britain's voluntary and public hospital systems, by providing for their unification under regional and central boards of control.

"A Study of Hospital Administration," by Frank Hart and A. J. Waldegrave, surveys the hierarchy of these systems, hoping to preserve their better features of organization and authority for the new hospital groupings.

The book is obviously written for government officials and others who are charged with the task of nationalizing Britain's health and who, therefore, require briefing in the composition and function of governing boards and the duties of the administrative, professional, and nonprofessional people who turn the wheels of the complex hospital mechanism. The authors have prepared their brief in a discursive, somewhat philosophic essay, which loses in value because their observations on the problems of hospital organization and operation are only occasionally followed up by recommendations.

DAVID LITTAUER, M.D.
Director, Menorah Hospital
Kansas City, Missouri

Correction

A typographical error appears in E. Marguerite Gane's review of Dr. Zaki's book on child welfare in our September issue. The word "not" should be deleted from the sentence, "He does not refer much to diagnosis, . . ." Our apologies to reviewer, author, and readers!

ADMINISTRATION OF GROUP WORK
Louis H. Blumenthal

"This excellent new book on administration deserves much wider use than its title implies. . . . (It) is applicable to supervisors and others who have directional responsibility with individuals in any setting. . . . The discussion of the basic elements of administration is exceptionally helpful.

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SUPERINTENDENT newly constructed cottage type (3) child care institution for dependent, neglected children. Minimum three years experience as head or assistant in similar institution with responsibility for management and supervision of house mothers desired. Age limit 55, unmarried lady desirable. Salary $250.00 monthly with maintenance. Fulton County Department of Public Welfare, 160 Pryor Street, S. W., Atlanta, Georgia.

CASEWORKER—professionally trained. Family casework experience highly desirable. Opportunity for increasing responsibilities and diversified experience as abilities indicate readiness. Psychiatric consultation available for disturbed children. Agency is F.S.A.A. member, offers National Retirement plan and good personnel practices. Salary range $2400-$3300, depending upon qualifications. Write Family Service, 313 Citizens Bldg., Decatur, Illinois.

MEDICAL SOCIAL CONSULTANT, graduate of a recognized School of Social Work wanted for Division of Tuberculosis Control under full-time medical supervision. County health unit containing 60 full-time positions. Other excellent official and voluntary health and welfare resources in the County. The area both rural and urban adjacent to the District of Columbia has a population of 135,000. Salary $3600. Apply Montgomery County Health Department, Rockville, Maryland.

Town Meeting

(Continued from page 298)

indicated by Mrs. Rich might coordinate the activities according to local needs but in keeping with the policy of the central agency . . . Why should we all be organized only during a war and shed all sense of responsibility during peace?"—*Hess.*

"Many of us had hopes that the interest, philosophy and service of the organization set up under OCD would continue. It seems paradoxical that we would realize the practical value of the social services rendered by communities to those in the armed forces and the industrial army and in maintaining the morale of citizens generally during wartime, and yet after the war is over forget that the war was fought for better living . . . It would seem, if we were united for a common purpose, that this common goal should have been encouraged to continue as was not done between World War II and the present."—*Richardson.*

In connection with the comments about the need for continuing federal service, mention should be made of the effort in which Wilmer Shields Rich and your editor participated. During the latter months of OCD a plan was developed showing how to provide advice and services to states and communities on the one hand, and on the other, through a liaison service, to secure the cooperation and community understanding of the various federal agencies which are responsible for the technical or substantive content of various programs. This was substantially the plan of operation of the Civilian War Service Branch of OCD during its last two years.

Arguments for a similar plan had been written at the end of World War I by Newton D. Baker. In addition to being Secretary of War, Mr. Baker served as chairman of the Council of National Defense. In his plea for continued federal service, he characterized "the community organization developed through local councils as the most constructive development of the war period." Local councils had, at that time, been concerned almost exclusively with activities known in World War II as civilian war services.

The 1944 proposal quoted Secretary Baker and provided new evidence of constructive possibilities. With due re-

(Continued on page 320)

WORKERS WANTED

CASEWORKER: With professional training for small agency in progressive college community Southern Tier New York. Challenging opportunity. Salary $2400; retirement plan. Write Family and Children's Society of Greater Endicott, P. O. Box 178, Endicott, New York.

CASEWORKER II for family casework agency in Kentucky's beautiful Blue Grass region. Some one with the pioneer spirit is needed. M.S.W. plus at least two years' experience in accredited casework agency. Salary range $2700-$3640. Family Service, 144 Barr Street, Lexington, Kentucky.

WANTED: Caseworkers for private agency providing institutional care for young children and delinquent, adolescent girls, and foster home and adoption services. Graduate training and experience in child or family welfare work desired. Good salary according to qualifications. Excellent opportunity for qualified persons to participate in planning and developing constructive casework program. Address: Albertina Kerr Homes, 506 Panama Building, Portland 4, Oregon.

CASEWORKER with graduate training, experience in family or children's work for a small multiple functioning Jewish agency. Challenging opportunity. Salary according to qualifications. Write Jewish Social Service Bureau, 45 Church St., Paterson, N. J.

CASEWORKER, graduate of accredited school of social work, family or psychiatric field work preferred. Experience desired, but not essential. Salary commensurate with training and experience. Dade County Chapter, American Red Cross, 507 N. E. 1st Avenue, Miami, Florida.

SUPERVISOR with psychiatric background to carry some cases and supervise two workers in agency with cottage type institution caring for emotionally disturbed children. PSYCHIATRIC CASEWORKER also needed. Opportunities for direct work with children under consultation with psychiatrist. Write The Children's Center, 1400 Whitney Avenue, New Haven 14, Conn.

CASE WORKER—Young woman, professionally qualified, for limited case load in a children's agency with a progressive program. Write Executive Secretary, Juvenile Protective Association, 301 West Park Avenue, Aurora, Illinois.

WANTED: CASE WORKER. Woman, age 25-40, Member of Luthern Church, college graduate. Professionally trained, with at least two years of experience in private or public welfare agency. Interested in developing Services for Aged; case work, recreational, and Foster Home Program. A fine opportunity for a person interested in doing a pioneer work. $2800. United Lutheran Social Mission Society of Illinois, 2112 LeMoyne Street, Chicago 22, Illinois.

CHILD GUIDANCE CLINIC WORKERS. Chief Psychiatric Social Worker and two psychiatric workers for New Clinic in suburban community, short commuting distance New York City. Salaries $3200 to $5000 depending on training and experience. Clinic opens late fall or January, 1949. 8813 Survey.

TRAINED CASEWORKERS WANTED. Experience in Family Service or Child Placement preferred. Fine opportunity to share in developing program of private, non-sectarian agency. Family and Children's Society, 204 W. Lanvale Street, Baltimore 17, Md.

PSYCHIATRIC SOCIAL WORK SUPERVISOR. Milwaukee County Civil Service Commission, Room 206, Courthouse, Milwuakee 3, Wisconsin. Continuous Original Entrance Examination. Supervision of case work in an accredited hospital for mental and nervous diseases.

$313.02 to $363.02 per month. Annuity and retirement system. Completion of post-graduate course in accredited school of psychiatric social work with a degree or diploma. Not less than three years' paid experience.

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WORKERS WANTED

INTAKE WORKER—By private agency offering placement and case work services to children. Handle intake and carry short time, intensive cases of children in own homes. Graduate, experience in Children's field preferable. Salary $3,000. Children's Service League, 717 South Grand Avenue, East, Springfield, Illinois.

WANTED: Professionally trained caseworker in small Jewish institution in New York providing temporary care for pre-school children. Short time contacts. Position offers varied experience and opportunity for development. Excellent supervision. Good salary commensurate with experience. 8832 Survey.

WANTED: Case Work Director for small Lutheran Agency near Boston, serving New England. Must be professionally trained, interested in direct case work with dependent and neglected children in a small institution. Plan and develop program for foster home care, adoptions, and work with UM's. Lutheran; experience required. Room and board at institution plus good salary. Write, Morton V. Bjorkquist, Executive Director, Lutheran Social Service, Inc., Avon, Mass.

SENIOR CASE WORKERS with graduate training and experience for adoption program, foster home supervision, and home finding in private, state-wide child placing agency. Iowa Children's Home Society, 209 Davidson Building, Des Moines 9, Iowa.

CASE WORKER for non-sectarian child placing agency. Opportunity for direct work with children. MSS degree required. Experience in family or children's field preferred. Salary commensurate with experience. Write Children's Aid Association, Inc., 41 Mt. Vernon Street, Boston 8.

SOCIAL WORKER to take charge of birth control project. Must be mature, experienced in rural work, have initiative and diplomatic ability, a thorough knowledge of Spanish and be willing to live in Puerto Rico for two years. Attractive salary. 8829 Survey.

SOCIAL CASE WORKER to have complete charge small private agency; diversified case load, group work. Qualifications: experience with degree preferred. Furnished apartment and car provided. Reply to: Community Service Society, Box 23, Bound Brook, N. J.

PROGRAM SUPERVISOR needed. Prefer single man and Churchman. St. Francis Boys' Home (Episcopal), Ellsworth, Kansas.

OPPORTUNITIES AVAILABLE

WANTED—(a) Medical social worker to direct department, large teaching hospital; will be given responsibility of organizing department, selecting staff of ten medical social workers and, also, clerical staff; duties include administration of department, teaching medical students and working closely with university school of social workers; department serves new psychosomatic clinic; challenging opportunity; $4200. (b) Psychiatric social worker; child guidance clinic; independent agency; duties administrative; residential town of 50,000; East. (c) Director of social service department; one of the leading hospitals in the vicinity of New York City; department includes two case workers, secretary; primary duties involve outpatient department averaging more than 30,000 visits annually. SG9-3, Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago 11.

PSYCHIATRIC SOCIAL WORKER to act as executive secretary and do case work in the Duluth Mental Hygiene Clinic, 701 Medical Arts Building, Duluth, Minnesota.

• WORKERS WANTED

CASEWORKERS for national agency with multiple service program for adjustment of Jewish immigrants and displaced persons in the United States; M.S. degree required; salary range $2950-$4175; appointment within range, depending on experience. Promotion opportunities. Knowledge of Yiddish or German desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.

GRADE I	$2664-$3708
GRADE II	$2976-$3708
GRADE III	$3516-$4392
CHILD WELFARE SUPERVISOR	$3516-$4392

APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

OPPORTUNITIES AVAILABLE

WANTED—(a) Chief psychiatric social worker; new preventive and curative center; approximately 500 patients; Master's degree, minimum five years' experience required; $4000-$4800 including living quarters; East. (b) Medical social worker to direct department large teaching hospital; duties involve working principally with medical staff of women's auxiliary; Middle West. (c) Medical social service worker; large municipal hospital; rehabilitation program; should be qualified to assume full responsibility for administration of medical social service department; $4000-$5000. (d) Medical social worker; out-patient clinic of university medical center. Middle West. SG9-2 Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago, 11.

TRAINING SUPERVISOR of untrained workers. Salary commensurate with education and experience. Also, openings for Senior Adoption Worker and Caseworkers. Write DePelchin Faith Home and Children's Bureau, 100 Sandman, Houston 7, Texas.

MEDICAL SOCIAL SERVICE SUPERVISOR. Milwaukee County Civil Service Commission, Room 206, Courthouse, Milwaukee 3, Wisconsin. Continuous Original Entrance Examination. Supervision of case work in a sanatorium.

$313.02 to $363.02 per month. Annuity and retirement system. Completion of post-graduate course in accredited school of medical social work with a degree or diploma. Not less than three years' paid experience.

DISTRICT AGENT for child protective agency. Must be graduate of school of social work with case work experience. Salary $3,000 to $3,500. Position offers experience in case work, administration, public relations and community organization. Supervisory opening, also. Write Mass. S.P.C.C., 43 Mt. Vernon St., Boston 8, Mass.

GIRL SCOUT EXECUTIVE DIRECTOR for Council of 1400 Scouts. Apply Mrs. Seth Wolff, 2273 Cordova Ave., Youngstown, Ohio.

GROUP WORKER: Man or woman for Branch Executive in a Community House to develop and organize program. Group work graduate preferred. Will consider other qualified persons. Write: Southwest Social Centre, 1905 West Morris Street, Indianapolis 21, Indiana.

SITUATIONS WANTED

EXPERIENCED WOMAN—M.S.W. seeks connections with small Children's Home as Director. Required information and references exchanged. Free in September. 8805 Survey.

RECREATIONAL TEACHER, crafts, sports, dramatics, housefather, experienced counsellor. Available September. Mature, references. 8785 Survey.

MATURE man, executive, administrative, program, counseling experience in boys' work, available October to April 1 each year. Unusual training and abilities in work. College graduate. Head own organization remainder of year. 8830 Survey.

EXPERIENCED WOMAN seeks connections as Director of Women's Residence. Reference exchanges and required information. 8804 Survey.

SOCIAL WORKER, woman, excellent background and training, wishes position New York area, with or without travel. Experience in both local and national agencies has included counseling, personnel community studies, community organization. 8826 Survey.

WOMAN capable to assume full direction of Day Nursery or Children's Home. Accustomed to meet the public. 8806 Survey.

MEDICAL SOCIAL WORKER with twenty years experience as department head in 275 bed hospital in Massachusetts would like position, preferably in small hospital in New England. 8825 Survey.

BOOKKEEPER ASSISTANT or experienced calculator for tabulations, records, charts, Decimal and Vector Slide Rule. Prefer position in rural district or small town. Protestant, white, age 57. 8828 Survey.

SUPERVISOR of boys desires position. Christian. Prefers institutional work. Will go anywhere. Available now. Best of references. 8827 Survey.

EXECUTIVE or Administrative position desired by male, M.S.W. with experience as case work supervisor in multiple function agency, groupwork, institutional work, and community organization. New England area preferred. Available January 1949. 8815 Survey.

GROUP WORKER, male, graduate social work degree. Administrative, supervisory, and executive experience. Special interests: inter-racial and neighborhood organization work. 8821 Survey.

EXECUTIVE in Jewish group work, twenty years' experience, desires similar position with Synagogue Center. 8819 Survey.

RESEARCH OR ADMINISTRATIVE ASSISTANT social welfare field. M.A. Oxford. Experience as case work and community welfare consultant in New York State, and in compilation, editing, abstracting research material and preparing extensive bibliographies. 8831 Survey.

POSITIONS OPEN IN ALASKA
ALASKA DEPARTMENT OF PUBLIC WELFARE
DISTRICT WORKER

Salary Range: $322.00-$352.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.
Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in supervisory capacity.

CHILD WELFARE WORKER

Salary Range: $294.00-$324.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.
Experience: 1 year in the past 5 years of social work in child welfare.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 Juneau, Alaska

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SUMMER 1948

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Town Meeting*

(Continued from page 318)

gard for the niceties of the Hatch Act, which bars federal employes from legislative activity in their area of competence, some national interest was aroused.

After study, however, the Bureau of the Budget concluded that the liaison service, while valuable and sound, depended for its success on field service in community organization. Community organization, by the tenets of *public administration* is not properly a federal service. Ergo, the plan was out and each federal agency should do its own organizing in communities.

The following doggerel, read at the termination party of the Civilian War Services staff four years ago, gives a concise history of the proposal. As Donne Byrne would have said, it gives you a *cauld grue* to realize how the whimsey of the last two lines has curdled in the intervening period.

Thomas Devine

Dirge

A plan to help the nation
To achieve coordination
And to make for integration
Was drawn up in OCD.

Federal-State Cooperation *
Gave the plan wide circulation,
Sending it for approbation
To the Bureau of the B.

After some consideration
With a definite coloration
Of *public administration*
Came the answer "no sirree!"

With a proper combination
Of brass and trepidation
Not accepting this frustration
TD went to Franklin D.

At first there was elation
But the final consummation
Was simply termination
Of our gang in OCD.

It's a sorry situation,
But by way of consolation
Community organization
May come out of World War III.

* The Division of Federal-State Cooperation was the final and inappropriate name of the CWS Branch of OCD.

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

If you are concerned with helping individuals and their families, you belong among the readers of the

JOURNAL OF SOCIAL CASEWORK

"Helping People—The Growth of a Profession," by Gordon Hamilton, the lead article in the October, 1948, issue, is a scholarly statement of social work's democratic philosophy and premises.

Other papers discuss group therapy, integration of home economics in casework, treatment of two patients with punishing superegos, and adjustment of Jewish displaced persons.

The JOURNAL now carries a listing of personnel vacancies.

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